DOCUMENT RESUME

ED 178 499 SP 014 909

AUTHOR	Howard, Bessie C.; And Others
TITLE	The Teacher Corps Policy Board: Three Perspectives on Role and Function.
INSTITUTION	Southeastern Teacher Corps Network, Atlanta, Ga.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Teacher Corps.
PUB DATE	79
CONTRACT	300-78-0328
NOTE	125p.
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	Administrative Organization; Administrator Role; Community Involvement; *Decision Making; *Governing Boards; *Group Structure; *Institutional Role; Organizational Change; *Policy Formation
IDENTIFIERS	*Teacher Corps

ABSTRACT

This report contains three papers that examine the Teacher Corps policy board from an operational standpoint. The first provides a conceptual and organizational framework for the policy board and describes a theory for policy board development and operation. In the second a reality-based view based upon personal experience on a policy board is presented. The third paper examines the structural and organizational dynamics of the policy board as they relate to the community, the local educational agency, and the university. Techniques are given for making the group function more effectively. (JD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED178499

THE TEACHER CORPS POLICY BOARD:

Three Perspectives on Role and Function

by

Bessie C. Howard, J. L. Gant, and Walt Le Baron

Edited by

Walt Le Baron and Burnett Joiner

Southeastern Teacher Corps Network
Graduate School of Education
Atlanta University
Atlanta, Georgia
1979

SP 014 209

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Burnett Joiner

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

This document was prepared under contract number 300-78-0328 to Atlanta University from Teacher Corps, United States Office of Education.

The opinions expressed herein are those of the authors and do not necessarily reflect the position or policy of the Teacher Corps or the United States Office of Education. Therefore, no official endorsement should be inferred.

The "Pinch Model," Figure 4, Chapter 3, has been modified from a figure reproduced from *Understanding People: Models and Concepts* by Walton C. Boshear and Karl G. Albrecht, La Jolla, California: University Associates (7596 Eads Avenue, 92037), 1977, p. 197.

Produced by:
Teacher Education Projects
Florida State University Foundation
Tallahassee, Florida 32306

Copies of this document can be obtained by writing:

Southeastern Teacher Corps Network
Graduate School of Education
Atlanta University
Post Office Box 321
Atlanta, Georgia 30314
Telephone Number (404) 688-7607

SOUTHEASTERN TEACHER CORPS NETWORK

The Southeastern Teacher Corps Network is a regional organization of Teacher Corps projects which are located in the states of Alabama, Georgia, Florida, Mississippi, and South Carolina. These projects represent cooperative educational efforts between twenty colleges and universities and fourteen local school districts (and their communities) designed to: (1) improve the educational opportunities available to children in areas where there are concentrations of low-income families, (2) encourage colleges and universities to broaden their teacher education programs, and (3) encourage higher education institutions and school districts to improve the quality of training and staff development activities offered teachers, paraprofessionals, and other personnel.

The director of each of the fourteen local Teacher Corps projects and the dean of the school or college of education for each of the participating institutions of higher education, comprise the Southeastern Teacher Corps Network Board of Directors and Council of Deans. These two groups provide operational direction to the network in responding to local projects developmental and programmatic needs in terms of personnel development and project support.

Members of the Board of Directors are:

Mae Christian
Howard Fortney
U. Eugene George
John Hansen
Amos Isaac
John Kampsnider
Dorothy Leflore
Sue Kinzer
Yvonne Luster
Edith Miller
Mark Richmond
Robert Scott
Marcy Szymanski
Elmer Tossie

The Council of Deans is composed of:

Bobby Anderson
Jack Blackburn
Nathaniel Boclair
John Carpenter
Huey Charlton
B. E. Fancher
Jack Gant
Leon Lessinger
Evelyn Martin
Joseph Martin
William Moran
Andrew Robinson
Wayman Shiver, Jr.
David Smith
Billy Williams

• • • •

ACKNOWLEDGEMENTS

We will not make an attempt to list the names of all the individuals who contributed to the production of this monograph. For if we were to, the list would be quite lengthy. However, the Southeastern Teacher Corps Network wishes to express appreciation to several people who have supported our efforts as we grapple with actualizing the concept of the policy board as a governance body. Gratitude is extended to William Smith, Preston Royster and Diane Young, National Teacher Corps, Washington, for their invaluable contributions.

Special thanks and acknowledgements are expressed to Bessie Howard, J. L. Gant, and Walt LeBaron for serving as the major contributors to this document and to Carol Runda for her assistance in the technical editing. Special thanks are also extended to Dorothy Leflore, Project Director, and Percy Washington, Community Coordinator of the Mississippi Valley State University/Holmes County Teacher Corps project, and Mark Richmond, Project Director, and Wallace McKenzie, Community Council Chairperson of the University of Southern Mississippi/South Pike County Teacher Corps project, for reviewing this document and providing helpful feedback which was used in rewriting some of the sections. In addition, we wish to acknowledge and thank the following persons for their valuable assistance in producing this publication:

Production Manager ..... Charlene Patrick
Cover and Graphics ..... Becky Vashon
Typists ..... Rose Okpara and Charlene Patrick
Production Director ..... Evelyn Ashley
Typesetter ..... Loralie Swan

Burnett Joiner, Executive Secretary
Southeastern Teacher Corps Network

CONTRIBUTORS

J. L. Gant, Dean
College of Education
Florida State University
Tallahassee, Florida

Bessie S. Howard, Project Director
Howard University/Washington, D. C.
Schools Teacher Corps Project
Washington, D. C.

Walt Le Baron
Education Planning Consultant
Educational Design and Management Services
El Bar Farms
Edwards, Missouri

LIST OF FIGURES

Figure		*Page*
1	The Teacher Corps Policy Board	7
2	Policy Board Structure	46
3	Teacher Corps, Structure of a Project	47
4	Pinch Model	52

TABLE OF CONTENTS

Page

Southeastern Teacher Corps Network i

Acknowledgements iii

Contributors v

List of Figures vii

Foreword xi

Chapter

1 The Teacher Corps Policy Board 1
Walt Le Baron

2 A Practical Perspective on the Development and Maintenance of a Teacher Corps Policy Board 25
Bessie C. Howard

3 The Policy Board as a Structure 41
J. L. Gant

Appendix 69

Prototype Policies

References 119

FOREWORD

The Teacher Corps has constantly sought new legislation in efforts to improve educational opportunities for boys and girls. The Educational Amendments of 1976 allowed Teacher Corps to embark upon new directions and program changes. The *Rules and Regulations* which govern projects, starting with projects in Program '78, reflect the changes resulting from these amendments.

This document presents some perspectives on policy operations which should have particular interest for Program '78 and Program '79 project personnel. The perspectives which are presented are specifically related to the following program changes resulting from the 1976 Education Amendments. Some of the changes are:

1. Each project must be planned and operated under the supervision of a policy board.
2. The policy board must include the dean of the school of education, or other appropriate person who is responsible for the graduate training component in the institution of higher education, the superintendent of the local educational agency, and the chairperson of the elected community council.
3. The dean, the superintendent, and the community council chairperson may agree to add other members to the policy board who represent key organizations and agencies within the school community or other persons whom the three board members deem appropriate (i.e., representatives of teacher organizations and professional associations, students, and teacher-interns).

The other change which seems to have significant implications for project policy boards has to do with increasing collaboration between the local educational agencies, communities, and institutions of higher education in the development and implementation of the project. These changes offer new opportunities and challenges for the local project. The policy board can be the nucleus for fostering significant communication among the university, the school and the community in improving education for children.

The Teacher Corps Policy Board: Three Perspectives on Role and Function contains three papers which examine the policy board from an operational standpoint. This document is intended for Teacher Corps personnel who work on a daily basis with projects in the field. Directors and policy board members should find the ideas in this monograph of particular value.

In Chapter 1, the author provides a conceptual and organizational framework for the policy board. A theory for policy board development and operation is described. Walt Le Baron, the author, is an educational consultant and farmer. He has consulted with a number of Teacher Corps projects around the country, especially in the area of policy development. Le Baron served at one time as a staff member in the Development Branch of the National Teacher Corps and was a part of some of the early discussions regarding the policy board concept.

Chapter 2 brings a reality-based view to the policy board issue. Bess Howard, Project Director for the Washington, D. C./Howard University Teacher Corps project, draws on her experience as a Program '78 project director. She is completing her first year of working with a policy board. Howard combines her theories of policy board functions with her practical experience to advance a set of ideas on policy board organizational dynamics and development.

Jack Gant examines in Chapter 3 the structural and organizational dynamics of the policy board as they relate to the community, the local educational agency, and the university. He describes the value of the policy board and gives some techniques for making the group function more effectively. In addition to serving as Dean of the College of Education, Florida State University, Gant is co-director of the Site Specific Technical Assistance Contract for the National Teacher Corps. He has also worked very closely with the Teacher Corps projects at Florida State/Florida A & M Universities.

Following Chapter 3, the reader will find in the Appendix a set of prototype policies. While some of the policies were derived from policy statements developed for two projects in the Southeastern Teacher Corps Network, they are included in this document as examples only. However, a policy board may want to consider similar kinds of policy statements to provide parameters for project operations.

The motivation for the development of this monograph grew out of a regional confefence. The conference was sponsored by the Southeastern Teacher Corps Network, with support from the Recruitment and Community Technical Resource Centers. The purpose of the conference was to examine issues and concerns voiced by project directors and others on the role and function of the policy board and the role and function of the community council in Teacher Corps projects. Conference participants rated the activity as a very meaningful and worthwhile experience. As one of three levels of network documentation, the executive secretary collaborated with the presenters to develop this document to be shared with Southeast Teacher Corps project personnel who were not in attendance at the conference and with other networks. This monograph is the first of two planned from the April, 1979, conference. The second publication will look at the *Community Council: Some Perspectives on the Role and Function.*

12

CHAPTER 1

THE TEACHER CORPS POLICY BOARD

1

THE TEACHER CORPS POLICY BOARD

by
Walt Le Baron

The Program '78 Teacher Corps project model varies radically from that of previous cycles in several important dimensions. While continuing a concern for the improvement of education for children from low-income areas, Teacher Corps has re-emphasized its focus on the project's development/demonstration aspects and has added both institutionalization and dissemination thrusts. The first of these areas receives comprehensive emphasis through the creation of outcomes pertaining to the improvement of school climate and the development of an educational personnel development system (EPDS), while the latter is described in terms of organizational development and strategies for institutional change.

A major change in project structure has been the creation of the project policy board as a strategy for furthering collaboration, parity, and institutional change. In previous cycles Teacher Corps has encouraged an advisory board composed of decision-makers and persons able to help guide project progress. The Program '78 policy board, however, links collaborating communities and institutions through a formal governance structure.

If established and operated effectively, the policy board has enormous potential for assuring that project outcomes are achieved within a context of long-range institutional development. This paper will discuss the structure, purposes, and

functions of the Teacher Corps *Regulations* (February 23, 1978) supplemented by recommendations based on observations of projects which have developed effective policy boards.

Policy Board Memberships

Teacher Corps *Regulations* require certain policy board members: the dean of the college of education, participating institutions of higher education (IHE), the superintendent, local educational agency (LEA), and the elected chairperson of the community council. For Youth Advocacy projects the head of the collaborating juvenile justice agency must be included. Others are sometimes asked to join: a representative of the state education agency (SEA), the president of the LEA teacher organization (especially when teachers are well organized and/or involved in collaborative decision-making), an important political figure who may influence the project's eventual institutionalization, or the dean of another college within the university contributing to teacher preparation. In general, the policy board is kept small, limited to those institutional and community leaders who directly affect the project's establishment and influence.

Some Program '78 projects have appointed large policy boards which in addition to the required members, include IHE department heads, LEA principals, teachers, social agency representatives, parents, or others. In some instances a distinction is made between a policy board "executive committee" comprised of the community chairperson, the dean, the superintendent, and the full board; the first (executive committee) meeting separately on occasion to discuss policy. While these arrangements may respond to particular conditions in a specific project, there are disadvantages to a large policy board. When several levels of the same organization sit together on the same board, for example, the superintendent, a principal, and a teacher, there may be authority problems which emerge from their primary organizational relationship which will interfere with project communication. The principal and the teacher

(except an appointed member from the professional organization) as well as others who may be placed on the board, do not represent constituencies in the same manner as the required members. Good governance principles seem to require keeping policy board membership limited and maintaining consistency in the organizational status represented by the members.

When the policy board attempts to be inclusive of all groups relating to the project, the role of policy direction is confused with advisory and communication functions. The types of representatives mentioned above have important relationships to the project and should be closely involved with it, but not in a policy role. If an *advisory council* is created, regular input for program planning from these and similar groups can be assured. Indeed, some projects have established several groups. For example, a principals' and/or department chairpersons' council, an inservice development council, or an institutionalization advisory panel have proved effective. These or similar arrangements provide substantive input on a regular and comprehensive basis yet do not impinge on the policy function, and since the policy board represents a new departure in project decision-making, it seems pointless to create problems by confusing policy and advisory functions.

Some Assumptions About the Policy Board

Several critical assumptions concerning the nature of organizations underlie the establishment of the policy board. Each project should determine to what extent these assumptions are operative within their particular context of collaboration and shared purposes.

Institutional change requires a comprehensive or multilevel approach.

In previous cycles, Teacher Corps sought to effect change by facilitating program development (especially for undergraduate teacher preparation), by improving interactions between the site school faculty and various professors, and by including an array of activities to involve the community with the school.

While these aspects of project interaction are still important, Program '78 marks the beginning of a comprehensive approach to organizational change by requiring the project to develop a "level of impact" model for assuring institutionalization of project products.

If professors improve a course or two, or if a group of teachers implements a structural change in teaching-learning procedures, the Teacher Corps project may be rightfully pleased for having facilitated these developments, but it must see these or similar achievements as only part of its responsibility. The issue remains as to how such specific instances can impact the entire institution. The policy board as an essential element in the project model provides both project direction and a high-level forum for assuring project influence or change.

Collaboration requires the planned interaction of leaders from all elements of the system.

Members of the policy board are leaders of their systems and hence able to provide a comprehensive viewpoint on any proposed issue or development. By meeting together they are able to chart direction for the project not only as separate members of the collaboration but as the *nexus* among them. This feature of the Teacher Corps Program '78 model is critically important. *The project is established as a temporary system among collaborating institutions. It is not an entity owned by any member of the collaboration but the creation of the partnership.* It gains its charter from decisions of the policy board thus serving to assure that actions taken on behalf of one partner are consistent with the needs and directions of the others.

Figure 1 gives one description of this planned interaction and hence definition of the Teacher Corps project. Each small box represents a member of the policy board as these persons function together within the project context represented by the box enclosing them. (Since optional members may include representatives of an SEA or teachers' association and consequently direct relationships with their constituencies, they

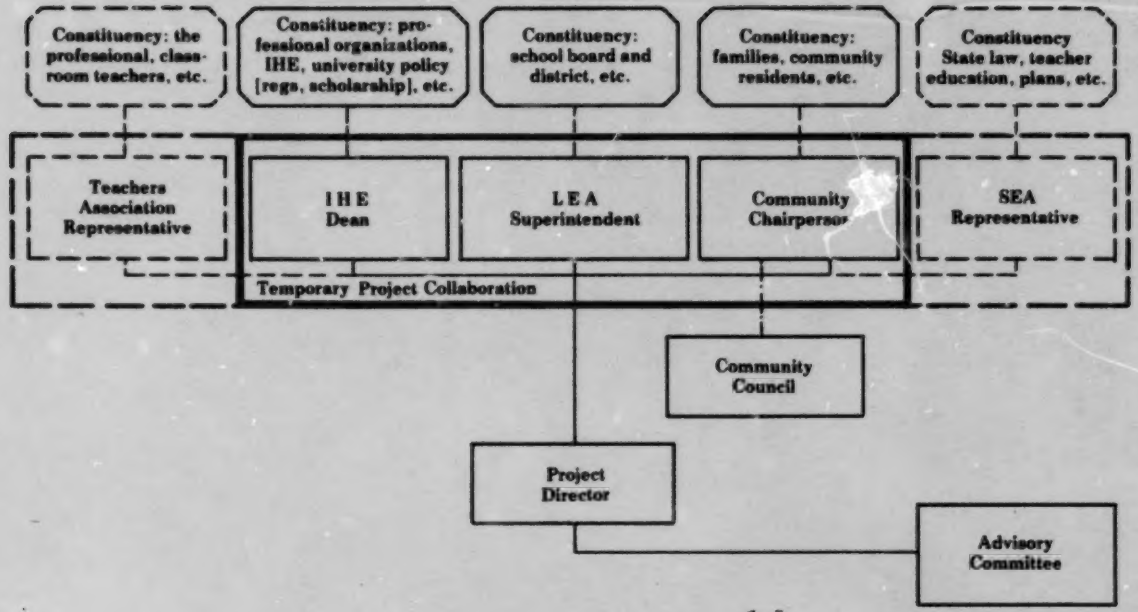


Figure 1

The Teacher Corps Policy Board

are included in dotted lines beside the major policy board members.) The solid lines connecting the policy board members to the project director represent the tripartite nature of project ownership and control. Dotted lines relate the members to their constituencies or sources of power. These will be discussed in a later section. The diagram clarifies the collaboration as a temporary system which serves to facilitate mutual problem-solving. The project, as represented by the director on the diagram, carries out programs determined by the collaboration of the policy board members.

It will be seen that each policy board member represents a different constituency and hence brings a different charter to the board. This means that different constraints are placed on decision-making, especially the authority of each member to obligate the represented system. These differences will cause problems until the board is coalesced as the governing board and has determined the practical limitations on its scope and impact. In any event, Teacher Corps is committed to operating within the context of federal, state, and local laws as well as institutional policies and communities' mores. If any innovative program being considered by the project requires a variance in extant regulations, the appropriate policy board member should take this issue to the constituency and request an exception for the project. The project should not proceed until the necessary revisions in laws, policies, or regulations have been adapted to the project's efforts.

Members of the policy board direct the project towards mutually important aims. For example, the improvement of an inservice delivery system within the college of education, if sponsored by the project, must serve to meet directly needs manifest by the LEA (or a school unit thereof) which, in turn is responding to community needs identified by the project. The policy board becomes the mechanism for assuring each partner that any project activity is governed by considerations of improved interaction among the IHE, LEA, and community. Indeed, solution strategies to problems germane to any one partner are not of interest to the project and should not find support from the policy board.

The policy board links previously separate agencies by showing their interdependence in finding solutions to common problems. Where issues were formerly dealt with as separate, a connection is now made, and the solution is sought at this higher level of interaction. For example, school climate is directly dependent on the nature of teaching, which, in turn, is dependent on the quality of the teacher preparation system. Yet new ideas for teaching are limited by a community's willingness to accept them, and the college of education depends on feedback from the schools for improvement of its delivery systems. These various elements of the "larger" system are joined through the policy board. If the policy board is effective, the members serve to change the form of interaction among the partners, assuring a dynamic tension for productive institutional change. The Teacher Corps project becomes based on these new relationships and approaches to educational problem-solving.

Change is both political and structural.

Change is political because the power relationships among the project collaborators are different than they were previously. Change is structural because the processes of interaction are also different. The Teacher Corps project must be aware of both the political and structural implications of the policy board model for collaboration. From this perspective, the policy board should address questions such as the following:

- What changes proposed by the project will be acceptable to (my) institution or community and under what conditions?

- How will change affect the "state of balance" among the political constituencies within (my) community or institution?

- Will progress in some aspects of the system through Teacher Corps cause dysfunctions in other parts of the system; if so, is the particular change worth the problems it may create?

- Should the project's design for achieving an objective (or outcome) be more comprehensive than originally planned, or should the idea be shelved until other elements of the system can be included in the plan?

- Where are the "power points" in (my) institution or community?

- Who must be involved in project decisions?

- Is the model for institutional and community collaboration under which we are presently operating satisfactory for our purposes?

- Is the project building trust and collaboration among participating elements, or are factions developing which may cause difficulties?

- Are the project's models of institutionalization reasonable in terms of the project's settings and the organizational/political realities of the present environment?

The policy board should take responsibility for exploring these areas of project concern. To facilitate dealing with these and similar issues, the policy board may request that the project director develop background information pertaining to the following areas:

- Structural and political analyses of the communities and institutions.

- Organizational models and analyses of influences, blockages, and other conditions for change.

- Comprehensive institutionalization and participation models for each major project thrust.

- Predicted impact of project thrusts on the units of each institution/community and implications of such effects.

Superintendents, community chairperson, and deans have power and can exercise authority for project direction.

It may appear obvious that the dean, the community chairperson, and the superintendent are powerful persons who act with considerable authority within their systems, yet a number of forces impinge on their independent decision-making. It is not unusual, for example, to hear a dean remark that "real power" rests with department chairpersons or the academic vice-president, and the dean's hands are tied. Indeed, the dean has further been labeled a middle manager who is constrained by desisions from the president's office or by general university policy. Superintendents, for their part, feel their power limited by their charters from the board of education, constraints placed on their decision-making by professional associations, or limits imposed on education by community attitudes or values. While the community chairperson is elected and represents other elected persons, thus establishing a true constituency for this position, the role of a community representative in effecting institutional change is limited by the degree to which institutions are willing to see themselves dependent on community involvement. The college of education, of course, need not depend at all on the local community for support, especially a constituency of lower-income families, but the superintendent looks to the school board, another form of community power structure, for policy guidance and possibly for reelection. Each member comes to the policy board recognizing severe limitations on the exercise of power, especially in terms of committing an institution or community without further reference to other power structures, and each recognizes that the other members' power bases are different. Early establishment issues for the policy board include analyzing the degree to which it can operate independently and determining when interaction with other power centers will be necessary.

While these limitations on the power of the policy board members are recognized, their coming together represents a larger context for inter-organizational cooperation than has existed previously. The policy board attempts to analyze educational problems at a sufficiently comprehensive level of abstraction to predict the success of new treatments. For example,

decisions about teacher education were viewed previously as the prerogative of the college of education acting under charter from the state. Little input was sought from either communities or LEA's. It has become clear, however, that improvements in school climate, a functional responsibility of the LEA in response to community wishes, require that teachers change, and these changes bring the problem back to the IHE and its delivery of both preservice and inservice teacher education.

This enlarging of the scope of the problem environment makes evident several important conditions related to effective change strategies. First, the definition of the educational system can be expanded, and the various subsystems - - institutions and communities - - must collaborate for meaningful planning. Change in one part of the system is now seen as able to affect the nature of the entire system. Second, while any part of this enlarged system can thwart efforts for change, a basis for consensus and mutual efforts is established such that independent decisions are rendered less desirable. Third, recognition of the disparity in the power base of each board member leads to a sense of system-wide mutual interdepence. Fourth, a new context is derived for placing teacher education in a relationship with other social service/community agencies and directly relating it to school climate improvements desired by the community. The Teacher Corps policy board provides a prototype of collaborative interaction and in this respect becomes a major aspect of the Teacher Corps approach to organizational development.

The Nature of Policy

There are a number of definitions for policy, but most emphasize the factors included in the following paragraphs. Groups differ, however, in both the variety of policies they create and the amount of control they build into any given policy. Policy in this respect becomes an important way to define the project and its style of management. Each policy board should spend whatever time is necessary during its formative stages to create an acceptable definition of policy and guidelines for its creation and use.

A *policy*, in the context of a Teacher Corps project, is a general statement of belief, principle, or procedure indicating project direction and intent. Policies provide general guidelines for project management and control. All project staff and others connected with the project will be expected to comply with policies established by the policy board.

While it is the purpose of policy to create an effective climate for project management and control, care must be exercised to assure that policies remain general principles governing classes of actions. Policies should not be created as reactions to specific or singular events; rather, they should establish a context in which events can take place. When policies become too narrow-gauged, a restrictive environment ensues, and management prerogatives are usurped. This condition can be especially distressing for a project whose nature is essentially demonstration and whose focus is related to institutional change.

Effective policies provide a basis for collaboration. Through concurrence of the policy board on major project guidelines, an environment of trust is established, public management procedures are assured, and potentially negative situations are curtailed. In such a climate project partners may feel free to explore mutually beneficial change for community and institutional growth.

Policies should be brief, unambiguous, and operational. While good policy is based on theory, and in turn defines the parameters of the organization, it must form a basis for specific decisions acceptable to all members of the organization. For these reasons, care must be taken in the formulation of policy statements, and full discussion must be included in the policy development process. To assure these conditions, the policy board as a first step in its organization, should establish a procedure for generating policy. *The following steps outline one type of policy development process, but the policy board should derive a system which fits its particular purposes and members.* Once approved, however, the system should be carefully followed.

Procedures for Establishing Policy

Project policies may be developed at any time. The usual process will be for the project director to present a recommendation for a policy position to the policy board, but any board member may request consideration of a proposed policy.

Following the presentation of a proposed policy at a regular policy board meeting, a board member will move for adoption of the policy. If seconded, the policy will then be subject to discussion. Suggestions for modification may be accepted by the initiator of the policy discussion unless there is objection. If necessary, policy modification will be subject to motion amendment procedures and will require a unanimous vote of the policy board. When discussion has run its course, a motion will be entertained to present the prepared policy (*i.e.*, "call for the question") at the next regular meeting of the policy board.

At the regular meeting immediately following the discussions, a vote will be taken on the proposed policy. Discussion at this time should be unnecessary unless a need to change the policy has occurred. If such discussions for change are needed, they will be undertaken using the procedures in the preceding paragraph, and the vote for acceptance will be remanded to the next regular policy board meeting.

Any proposed policy may be established only by the unanimous and unqualified vote of the policy board.

Policies are in force from the time of the policy board decision unless specific notice to the contrary is contained in the establishing motion.

An *extant* policy may be amended or deleted by following the same procedures. Full discussion will be undertaken at one meeting and the vote taken at the next regular meeting.

Purposes and Functions of the Policy Board

The Teacher Corps policy board has been designed to serve several important functions. Some are similar to those usually associated with policy boards; others emerge from the unique nature of collaborative interaction. An effective policy board, however, will seek to perform all these functions and to orchestrate maintenance types of decisions within a concern for long-range institutional change.

Establishment and Legitimization Functions

Creating the policy board establishes the project among the collaborating communities and institutions, but the establishment function continues as the policy board sets project boundaries, develops policy statements, approves staffing plans and job descriptions, and considers expanding its membership. These routine activities, however, are only the essentials of the establishment function. The significant aspect becomes the manner in which the policy board undertakes discussions of inter-institutional-community relationships, issues of power brokerage and collaboration, and problems of institutional development and change. The policy board must not permit itself to become merely a *pro-forma* project approval device; rather, it should devote considerable energy to becoming a colloquim for future planning and direction-setting.

Priority-Setting and Selection Functions

The needs analysis undertaken by the project, coupled with the broad array of Teacher Corps objectives, require establishing project priorities so as to direct resources towards achievement. The policy board should reserve decisions in these areas to itself, based on recommendations of the project director. Each project environment presents different problems as well as challenges, and program thrusts must be selected to minimize the former while emphasizing the latter. The policy board, as the creation of the participants, is the logical point at which such decisions can take place.

Monitoring and Control Functions

The policy board should be kept abreast of all project planning including programs, major activities, and study groups. Before a program is transferred from the planning to the operations phase, the policy board should be thoroughly briefed on its objectives and management plans. The policy board should establish procedures for program reviews and decisions. This requirement for review, however, should not be misinterpreted so as to give the policy board a charter for intruding on staff work. That is not a productive posture for either staff or policy board. The project is new, however, and its major expression, at least in the eyes of its publics, will be its activities. For this reason, the policy board should assure its cognizance of such planning. In addition, institutionalization requires that steps be taken at the beginning of a project to assure appropriate institutional preparation. The major impetus for such activity is provided by acknowledgement that project developments are acceptable within the context of the new collaboration.

Progress/Evaluation Review Functions

The policy board should receive management summaries of all project review, documentation, and evaluation reports. From these materials the policy board should make judgments about the relative success of the project in meeting its objectives, analyze problems or blocks to progress, and determine subsequent program priorities. This review can be assured by designating one policy board meeting each quarter for this purpose. This review function reinforces project collaboration and suggests requisite institutional planning to assure future effectiveness.

Institutionalization Functions

Teacher Corps projects plan and operate new approaches to educational personnel development as a basis for improving school climate, especially for schools serving children in areas having high concentrations of low-income families. Program initiation, however, is only the first step in the Teacher Corps

concern for organizational change. Once a practice (technique, procedure, program, module, activity, etc.) has been found effective through project support, it becomes necessary to embed that practice within the institutions and communities so that maintenance of the practice beyond the project is assured. The policy board contributes to institutionalization by legitimizing successful project efforts and motivating their continuation through the prestige of high-level recognition.

The Future Problem-Solving Function

The policy board should be a future-oriented and problem-directed body capable of generating discussions on matters pertaining to long-range educational change. This function represents the most difficult challenge for the policy board and probably the one least understood. In a comprehensive paradigm of institutionalization there must be top-level attention to systems definition (purposes, structure, resources, etc.) regarding predictable long-range changes. For Teacher Corps projects this function is performed by the policy board which might deal with the following kinds of questions.

- Is the project (or specific program) consistent with the long-range trends established for the institution and/or the community?
- What are the implications of improved educational delivery in terms of trends such as possible future employment, etc.?
- What indirect costs are attached when teachers receive large numbers of free or relatively inexpensive credits?
- As teacher education becomes field-based, what effects will this have on the definition of "campus" and on linking strategies for the college of education and local districts?
- Is the nature of the organization (and/or the processes of communication) changing as a result of the project?

- Is the project moving towards increasing centrality within communities or institutions; that is, are large areas of influence being involved and affected?

- What are the organizational implications of changes sponsored by the project, and are (we) prepared to move in these directions?

Other similar questions will emerge to be addressed as the policy board becomes skilled in future-oriented problem-solving. Such roles, however, may benefit from process consulting assistance until the members of the policy board have become confident in their ability to discharge these responsibilities.

Policy Board Establishment Consideration

If sufficient attention is devoted to developing a high level of trust among members, and if functions are clearly developed and understood, the policy board can become a major vehicle for promoting and guiding project programs and subsequent institutional change. This section will describe some guidelines for effectively establishing the policy board.

Membership should be limited and predetermined.

General principles for membership include maintaining consistency in the organizational status represented by the members, keeping the policy board sufficiently comprehensive to represent all collaborating constituencies, yet limiting its size to those persons critical for the project's success.

Monthly or more frequent - - never less frequent - - meetings should be scheduled at a regular time.

During the first six months of the project the policy board may want to meet every other week instead of monthly until operational policies are established and members have developed a high level of trust. Meetings should be scheduled at regular times convenient to all members, and locations should be altered between those convenient to the college and to the

school district. If a member knows in advance of a conflict causing absence, the policy board may reschedule itself, but it should not skip meetings.

Rules of procedure should be clearly established, including the reporting of decisions.

Some policy boards operate quite formally while others seem capable of getting along on almost no structure. Usually, Robert's *Rules of Order* is used as a guide to formal procedures. Since the policy board is small, and since a high level of trust is implied, rules and procedures should be flexible enough to provide structure while facilitating discussion. It is advisable, however, for the policy board to take actions in the form of approved motions so as to make clear its formal decisions. Regardless of what rules are established, however, they should be explained, formally adopted, and included in the project policy book. (See the introduction to the Appendix.)

The project director should serve as the policy board's executive secretary.

The project director receives operational authority from the policy board and in turn represents it to the project. In this manner, control of the project rests firmly with the policy board and in the policies promulgated as operating principles. The project director should serve the policy board by arranging meeting sites and facilities, preparing agenda, developing recommendations for necessary policy and other information requested by the policy board.

Many policy boards prefer to have one of the regular members serve as chairperson, usually on a rotating basis. This procedure may be more effective than appointing the project director, depending on the local situation. In fact, any form of policy board organization will be effective so long as it emphasizes parity among the members and encourages free and open discussion of issues. For these reasons structure and procedures should be kept uncomplicated, and the policy board should select whatever arrangements will support an effective policy function.

Areas requiring policy board action should be clearly defined in advance.

The policy board should define its scope of influence on the project by advising the project director of areas requiring its attention prior to action. The policy board should also create policies as guidelines for project operations, especially in areas related to:

- Approval of all staff (and functions).
- General review and approval of programs.
- Considerations of the project's institutional effects and their implications.
- Areas of major stress emerging from project operations and procedures for dealing with such areas.
- Review of evaluations and other reports.
- Linkages from the project to the sponsoring communities and institutions.
- Determination of next steps for the project.
- General project operations, especially personnel actions and central procedures.

Similarly, the policy board should avoid a number of areas which are management prerogatives. A major danger for any policy board is attempting to exert control on specific decisions rather than stating principles or general procedures for use by the staff. Some especially critical areas for the policy board to avoid are the following:

- Meddling with day-to-day project operations.
- Communicating with faculties, principals, or staff without going through the project director.

- Designing or attempting to influence (except through the policy process) program design/delivery decisions.

- Selecting staff arbitrarily.

- Controlling or "shadowing" the director in carrying out regular project operations.

Some Avoidable Problems

Experience has shown that policy boards are successful for a number of reasons usually related to understanding their function and the nature of policy and to operating with a high level of trust. On the other hand, many policy boards fail to carry out their promise because of problems which could be avoided, including:

A lack of adequate establishment.

Policy boards usually require training in the nature of policy, effective interactions for policy discussion, and building trust and collaboration. Insufficient attention to these areas may prevent the policy board from becoming established and from understanding its function of leadership for the Teacher Corps project.

Failure to accept a power status.

As should be clear from the preceding analysis, the policy board can be an extremely powerful instrument for changing relationships among communities and institutions. However, it can become merely a rubber stamp for approval of project plans. To avoid this situation, policy board members must become aware of their significant role in fostering collaboration and institutional change.

Infrequent meetings.

Quarterly meetings are neither sufficient to assure proper involvement of the policy board with the project, nor are

opportunities for building collaboration or functioning as a problem-solving body possible. The policy board should meet at least monthly throughout the life of the project. This ideal, however, will confront real-world problems in bringing busy persons together because other obligations will cause conflicts. The policy board should be aware of potential scheduling conflicts, yet frequent and *regular* meetings are critical to the board's success.

Inadequate preparation for meetings.

The project director, acting as the policy board's executive secretary, should prepare an agenda for each policy board meeting based on items submitted by board members and needs emerging from project operations. Materials requiring reading or study should be sent to board members at least one week in advance of a meeting. An executive summary should be prepared for all program, activity, or evaluation reports. Meetings should be planned to address a reasonable number of items. Too many can inhibit discussion and encourage hasty responses rather than carefully-considered policy development.

When the policy board meets, each member should be informed about the purpose and prepared to discuss each agenda item. This means that considerable "homework" must be done between meetings. The project director should maintain informal contacts with policy board members to ensure that adequate and relevant information is being disseminated, questions are being answered (or at least issues are being clarified), and a general sense of involvement with the project is being maintained. Care should be taken, however, to ensure regular and frequent contacts with all members of the policy board, the project director should not be found in the position of favoring some members over others. In addition, board members should feel free to engage in frequent informal conversation and resolution of differences between meetings. This informal communication is essential if the policy board members are to be prepared for the somewhat formal and public discussions during board meetings.

Confusing policy decisions and management prerogatives.

Policy boards sometimes err in the direction of providing too much control. As emphasized throughout this paper, policies are carefully considered and general guidelines are developed to cover classes of actions. Policy is not and should not be a response to any single event. For this reason, and to protect its own high level of stature within the collaborating communities and institutions, the policy board must resist the temptation to become involved in the management or daily operations of the project. Sometimes this caution becomes difficult. A project staff person who may be a friend of a particular board member may converse with that member, perhaps with the hidden agenda of getting this person's opinion on some sensitive issue. If the board member responds with what sounds like a directed opinion or judgment on an issue, the staff member may feel inclined to act on this opinion or to use it against the project director. Such problems are preventable through attention to the effective establishment of the policy board and leaving management to the project director.

A single member's frequent absences.

If one member of the board seems to establish a pattern of being absent, the smooth operation of the policy board will be thwarted. Such a situation should be discussed fully as soon as a pattern seems evident, and some solution to the problem should be devised. There will be times when a substitute must attend for a regular member, but such occasions should be limited. If a member is absent because of disillusionment with the project or because constituency pressures are causing conflicts with project directions, these issues should be brought to the board for discussion. Sometimes the board will simply have to develop considerable flexibility in arranging meetings so that all members are accommodated.

Conclusions

Chapter 1 has emphasized the importance of the policy board and some conditions necessary for its effective establishment and operation. In conclusion, some benefits of the policy

board are listed to indicate that the results of an effective policy process are worth the efforts.

- The policy board assures collaboration and parity among the partners to the Teacher Corps project.
- When the project operates through established policy, management decisions are normalized, and dysfunctional conflicts are limited.
- The policy board is the critical project element for assuring effective institutionalization of project results.
- Through its discussions the policy board provides a forum for the analysis of issues which affect all parties to the collaboration.
- By its review and approval of project programs, legitimization is achieved for new approaches to EPDS in relation to improved school climate.

CHAPTER 2

A PRACTICAL PERSPECTIVE ON THE DEVELOPMENT AND MAINTENANCE OF A TEACHER CORPS POLICY BOARD

2

A PRACTICAL PERSPECTIVE ON THE DEVELOPMENT AND MAINTENANCE OF A TEACHER CORPS POLICY BOARD

by
Bessie C. Howard

Teacher Corps–Washington's conceptualizations about the operating components of a local Teacher Corps project, as suggested in the preceding theoretical statement by Le Baron, are essential for appropriate project staff interpretations and/or general contractual understanding on the part of the university, school system, and community persons who approved the proposal and who hope to make the project function. The Teacher Corps *Regulations* and Le Baron's suggestions based on them provide a basic framework for helping the local project stay on course and achieve the legislated outcomes, but they also form a support base for a variety of specific constructs which can and must be created in response to the uniqueness of any particular local situation. Teacher Corps at the national level allows flexibility to projects in individualizing and personalizing the system so that the styles and needs of people are taken into account.

My response, as a project director, to an inordinate number of "shoulds" is to wonder, "Who was that masked man?" It is unreal to expect a project to function under a "shouldist" manager. "Shoulds" work fine at the conceptual level, but at the practical level they cause enormous difficulties. Thus,

while I find myself in agreement with Le Baron at the theoretical level, my experiences in working with a Program '78 project have shown me that reality forces some adjustment on theory because local conditions impose themselves and force specific adaptation of theory to local operating needs.

The local project is indeed a temporary system which was sired and birthed intentionally to link and to be embedded in three ongoing and reasonably permanent systems: the university, the school, and the community. Each of the three has its roles, relationships, authorities, norms, and accountabilities pretty well defined. Each has its own formal and informal sets of "shoulds." Then comes the temporary system, a rebellious child spawned by the three but conferred with an independent value structure. This temporary system even brings its own jargon of "documentation" and "dissemination" and "demonstration" and "IHE/LEA," and somehow still expects to communicate effectively, to be accepted, and to be trusted by the collaboration which created it.

Throughout my years with Teacher Corps I have found, and in talking with other people both new and old to Teacher Corps, I have confirmed that the communication gap between what is expected from and what is real in the operational context is our most pervasive problem. Yet we are still talking about Teacher Corps as a "human" organization. We appear unaware that the people and systems we are trying to *support*, rather than manipulate, have their own interrelationships to maintain. Even though we are here for five years now instead of two, we are still temporary and need to adapt theory to practice quickly so that the host systems feel supported by rather than confused by our existence.

I want to state that the concept of the policy board as generally described by Teacher Corps *Regulations* is indeed valuable to me as a project director. What I have to realize, however, is that like other values, it may or may not be important to the other folks with whom I have to work. I must be sensitive to where people are in order to help them move to where they want to go, finding a route with which they feel

comfortable and yet one which is still productive. If, therefore, we strive to establish an *ideal* policy board, which, I repeat, I value highly, it must be developed with care and with a sensitivity to the individuals and systems involved in any specific project. My guess is that my ideal will take a long, long time to reach, yet employing this structure for collaboration is worthwhile, and trying to institutionalize the new forms of interaction inherent in the policy board concept is important.

Major Issues and Problems

From this standpoint, four major issues and their related problems require consideration for exploring the realities of developing and maintaining a functional policy board:

- Parity and Collaboration
- Membership and Functions
- Policy *versus* Management
- Being a Temporary System

Parity and Collaboration

Parity and collaboration suggest equalization of power, authority, and influence within the project formed by the three systems: community, school, and university. The problem is how to develop and maintain some semblance of parity and collaboration when there has been little history of it among these groups.

Some superintendents and deans, for example, may have talked together and may have tried to cooperate but have found their efforts ending in power struggles - - *win-lose* situations. My guess is that very few community persons have had experience working on an equal basis with top-echelon school or university officials. Most reported encounters end in power negotiation rather than collaboration. It is hard for many people in the permanent systems to understand somebody's winning without

somebody else's losing. If ever I can move to the point where the kind of *win* which is important to me, that is, my winning and your winning at the same time, we will have a collaboration with the potential to continue even after the Teacher Corps project has been completed.

Entry levels for the principal members of the policy board depend on whether some form of parity exists, on how those persons perceive themselves in relationship to each other, and indeed even on how they perceive the written word of the *Regulations* and the proposal. These conditions will determine whether real collaboration can be developed. As I suggested earlier, the dean and the superintendent probably have some history of working together, and you, as a project director or a community chairperson, may not know all about this background of prior relationships. There is an unknown in establishing new relationships which has to be accounted for. You may have a community chairperson who finds within the constituency a complete "conflict loop" arising from negative perceptions of the community regarding the school, based on its adolescent memories of school people. (Do you share our experience with a community leader who had to have several drinks in order to dare to walk into a school building because of vivid past memories of poor treatment?) What does that dynamic then do to the collaborative effort which is supposed to take place and lead to parity within the policy board?

Membership and Functions

When we look at membership and function, many realities may impact on the policy board. For educational leaders such as deans and superintendents, who are supposedly at the beck and call of everybody in the system, a Teacher Corps policy board meeting is not automatically a top priority. In our system, for example, there are thirteen high schools and hundreds of elementary and junior high schools to whom the superintendent must respond. Attending a policy board meeting at any specific time can be a problem. So our question becomes, in looking at what is supposed to be a model for the policy board, how do we best sustain the appropriate level of involvement by

all the members on a regular and continuing basis? How do you "get next to" the superintendent so that if a meeting must be missed, the support and input from this position are available? In our system it would be through the executive assistant. Placing this person on the policy board along with the superintendent assures such input and support.

Other considerations for membership on the policy board, besides designated authority in the schools, university, or community, include: the realities of both formal and informal power structures in the participating systems, human linkages connecting the project to resources related to major thrusts or demonstrations, and assurances that major groups to be impacted by the project have an advocate in the policy-making group. A project which fails to remain sensitive to advocate/constituency dynamics may be setting itself up for failure by not modeling the maximum in collaborative effort. A project which ignores the realities of informal power even though it recognizes the formal system, or confuses the distinction between "authority" and "power" may be setting itself up for ineffective communications, mistrust, and sabotage. Membership on the policy board is best determined by considerations of the special local relationships supporting the inter- and intra-system of community, university, and schools so as to assure a solid basis for communications, support, and power.

Policy versus Management

Historically, the Teacher Corps project in Washington, D. C., has approached policy and management of teacher training from the perspective of the need for educators to be aware of, and responsive to, all the societal forces impacting on urban youth, particularly those youth who live in the low socio-economic areas of the city. We have been sensitive to the value gaps existing among the school, the community, and the university and the need for closing these gaps through building effective collaboration. These gaps have made many of our young people victims of an inefficient and ineffective educational process unresponsive to their life needs.

Traditionally, our society has presented and institutionalized the value of being in a competitive or *win-lose* stance. Not too long ago we talked about "awareness," then "involvement." On a continuum of relationships, society has moved, of necessity, from "win-lose" forms of competition to a *win-a-little/ lose-a-little involvement* value position. The turbulence in our society, resulting in dysfunctions in our schools, has made us aware of an interdependence of societal segments and suggests the need for new ways of working which are intentionally collaborative.

As individuals and as an ideal *win-win* collaborative partnership which establishes parity between the D.C. Public Schools, Howard University, and the Washington, D.C., community which supports the training of educational personnel in the schools. Collaboration simply put is "working together." Being a partner to a collaboration implies sharing in the risks and rewards of working together. Collaboration has frequently been described as an alternative system to such values as competitiveness and turf-holding which are no longer viewed as productive, especially for social institutions such as schools. Such values as collaboration increase our ability to deal with increased complexity, interdependence, and uncertainty, conditions found in present-day environments which determine the nature of institutional responsiveness to change. For those of us in Teacher Corps, collaboration, as a relational value system, has come to include the following considerations:

- Institutions and individuals share future hopes and dreams as well as a conceptual framework for those dreams.
- Interactions are focused on the greatest good for all.
- Interactions are marked by caring, commitment, and a desire for competence.
- The conceptual framework and mutual hopes for the future are a high priority for all involved with the project.

- Involvement is the result of commitment and a conscious choice.

Being a Temporary System

Years ago, we perceived the competitive gestalt in the educational system to be a "conflict-feedback loop" having the following characteristics:

Public School Personnel - middle-class culture:

- Have feelings of superiority over community.
- Would rather be with socio-economic peers.
- Attempt to change culture of the students.
- Don't want the "bad" influence of community persons in school.
- Have feelings of anger at university for not preparing teachers properly for the reality of the school.
- Are angry at the university for resulting feelings of functionally incompetent teachers in the schools.

Parents and Community - low socio-economic culture:

- Feel different is "bad."
- Have low self-image and poor culture-image.
- Believe school is a hostile institution.
- Have minimal cooperation with school strategies.
- Feel anger with the school for taking their time.
- Feel no expectation or hope that school will make a difference in their lives.

- Feel that school didn't help their parents.
- Feel that they wouldn't want to be teachers.
- Do not consider university to be a future option.

University Personnel - middle-class or upper middle-class culture:

- Promote their "guru" image.
- Are disdainful of being "in the field."
- Are socialized for publishing and research in esoteric fields.
- Feel that work in school is unrewarding and unsafe.
- Are prone to "do as I say, not as I do."
- Select teachers from middle class.

We saw the Teacher Corps project's role in terms of a temporary system functioning as a third-party interventionist and helping to design a conceptual framework of collaboration. When operationalized, collaboration by means of a policy board would help resolve some of this competitive conflict and improve the quality of both education and life for youngsters. In the process, educational personnel would gain more personal and professional satisfaction from their involvement than would be possible through ownership in the *win-lose* competitive model of school relationships.

The membership recommendations which were approved by the superintendent, the dean, and the community council chairperson for a policy board to collaboratively govern the Howard University/Washington, D.C. project included the three principals, three teachers (faculty-selected), the president of the teachers' union, two university instructors, a regional (school) representative and two students (yet to be identified). Since then, the community council has elected co-chairpersons and

both have become members of the policy board.*

A Case in Point: Developing the Policy Board

The following process for developing the policy board as a functional body was used:

Process Consultant

The consultant with process organizational skills and a knowledge of Teacher Corps but who was not identified with the project was asked to serve during the planning year. The consultant's contract called for assistance with the organization of the community council and the policy board and for the provision of feedback to the project staff on goal-oriented behavior. Her major role with the policy board has been to help its members examine the way things are done and to help them clarify the way they want to do their work.

---

* The reader may note an apparent contradiction between Le Baron's emphasis on policy board limitations and the structure presented here. While in theory the policy board is initially limited to three members (dean, community chairperson, and superintendent), supplemented perhaps by a teacher organizational representative and/or an SEA official, specific local situations may require other members. Such was the case with our project. Note, however, that the other members were selected and approved by the three required members of the policy board in conformance with the Teacher Corps *Regulations*. Through organization and training the members distinguish between policy and advisory functions and provide an effective structure for this project. Nevertheless, this form of policy board is more complex than that recommended by Teacher Corps and should be considered only by experienced projects or those which have effectively established the basic policy board and feel confident about expanding the membership so as to meet specific organizational and collaborative goals.

Start-up

The first policy board meeting was preceded by a dinner. The assumption was that the fellowship of sitting down at a meal together would be a positive communal start. It was.

Who Am I? Who Are You?

The meeting which followed provided an opportunity for members to identify formally who they were personally and organizationally.

Why Am I Here?

Policy board members next responded to the questions, "What do I expect to get out of my involvement? What's my payoff?" The notion of "payoffs" is not a negative one. Without personal benefits for service on the policy board it is doubtful that persons would become heavily involved. Actually, examining personal payoffs identified some surprisingly positive possibilities for individuals.

Who Are We? More Information Please!

The next step was to describe the regulations and operating procedures of Teacher Corps, especially mandates related to multi-cultural education, the exceptional child, community-based education, on-site professional development, and collaboration. These mandates were perceived as basic policies for the project. Efforts to clarify these mandates led to such questions as: "What are the policies of the university or of the school system which relate to Teacher Corps? Are there policies which might block the expected outcomes of the Teacher Corps project? Can we do research without violating policy? How? What is it that parents and other community members expect? What are the norms and values of this community? Do these norms and values (*i.e.*, the community's unstated policies) support or hinder reaching Teacher Corps outcomes? How does my role in the university, community, or schools impact upon all of this?

Are There Common Goals?

After sharing the policies and other descriptions of their systems, policy board members were ready to discuss what they had in common and to establish their goals as a board. As a result of much deliberation, the policy board was able to identify its functions related to determining policy and supporting the growth and achievement of students, faculties, and interns. It identified some of the processes for decision-making and the policy board's relationships with project staff and the community council. The important question became, "What do you, in your role in the school, university, or community, bring to the policy board which will make its work easier and more functional? For example, if you are close to the personnel department, how can we get interns systematically on board without investing months in the process? If you are a department chairperson, how can you facilitate the involvement of more on-site instructors?

Where Is The Leadership?

A final concern in the development of the policy board was the question of leadership. Who would be the chairperson? A suggestion was made that the chair should be in the dean's office to facilitate management of fiscal concerns. It was also suggested that the chairperson should be a principal who would be able to closely monitor inservice efforts. It became clear, and was eventually stated, that these conceptions were not what the policy board members had in mind for leadership. "That is not what I understand collaboration to be" was finally stated. This led to a long, in-depth discussion of what collaboration meant to the individual members. It was clear finally that the chairperson had to be a facilitator/leader and not a participant in project management. Leadership, in general, for the board was defined as situational functions which are facilitative in helping the board review program activities and provide assistance relating to policy and program support.

The development of the policy board was not unlike the development of most groups. Individuals identified who they were and their stake in being there, and sharing this information

improved the trust level. As a result of increased trust, additional information was shared and this lead to creative discussions allowing the board to determine where it was headed. This stance supported an increase in commitment and led to agreement that leadership must be a shared function.* Like most groups, however, the board will not remain in a stable, smoothly-functioning state. Careful maintenance will be required.

Maintaining the Policy Board

Group maintenance of the policy board has been approached in a variety of ways, especially by:

- Taking time to look at the way people are working together so that those processes which work well can be emphasized and those which do not can be eliminated.

- Taking periodic looks at the norms, roles, functions, and policies of the project to determine if that's where we want to be.

- Keeping good communications between project support staff and policy board members regarding project activities, decisions, and concerns. Each board member was provided a loose-leaf notebook for maintaining records of such information.

---

* We finally selected the assistant to the regional superintendent who is in charge of supervision. Her functional responsibilities are closely related to the day-to-day activities of the Teacher Corps project including teacher inservice curriculum and support activities. The policy board felt that the person elected shares a stake in the success of Teacher Corps because of her role. While the chairperson provides structure for the policy board, leadership remains a shared function, each member taking initiative and providing appropriate expertise.

- Meeting when we need to meet, not simply because we are scheduled to meet. During the first few months the board met bi-weekly; later, the meetings were held monthly.

- Sending out an advanced agenda for a meeting, along with past decisions and recommendations for staff. In this way policy board members are able to check with appropriate others in their systems regarding policies and feelings prior to the meeting.

The Policy Board and the Director

Those of you who have been in Teacher Corps before relate well to this history. As project staff members, you are perceived by others to be "in charge" of what is going on. In particular, if things are not running smoothly or as expected, it has been *your* project! The director (and staff) have been the easy scapegoat for others who did not take the time, were too tired, or performed incompetently. *Your* project was having trouble.

This perception of the director, staff, or project is incompatible with movement toward institutionalization which must be preceded by systemic ownership of both project processes and the products. Therefore, I have intentionally sought with the policy board to establish the director and staff roles as support staff for Teacher Corps. I have been continually saying:

- Congratulations! Your proposal was funded.

- Yes, I will manage it for you, understanding my job as helping to implement what you have planned.

- As a staff we will be accountable to the project as designed and authorized by the policy board.

Staff recommendations to the policy board are made in the spirit of committed internal and external consultants. In that way we can easily differentiate between policy (the function of the policy board) and management (the function of the director and the staff). If things are going well, then *your* (policy board's) project is being successful. It's yours for success and *yours* for meeting to re-group. We only take pride in doing a good consultant job. This relationship is difficult to develop, but I am certain working at it has some positive future values. It feels right. It feels good to be able to pat people on the back and say "Your program is doing well! The people you identified are planning well."

The director is indeed an executive secretary to the policy board, but more. As you look at problems implicit in starting the policy board, and as you consider how you might help the policy board do its job well, consider the assumptions being held by all concerned. What are the "shoulds" of your system? What parity exists? Where does collaboration in your policy board need to focus to assure greater parity? Your Teacher Corps policy board, in terms of membership and function, must be situationally determined - - based on your local needs, relationships, and power structures, both within and among the systems. It's a human organization!

3

THE POLICY BOARD AS A STRUCTURE

by
Jack Gant

As previously discussed in this document, Teacher Corps projects experienced a number of changes beginning in 1978. They changed from two years to five years in length. The target schools were specifically required to encompass a feeder system of one or more elementary schools, a junior high, and a senior high. Previously required to develop and demonstrate programs for the training and retraining of education personnel, the project's mission was expanded to include institutionalization and adaptation of project elements. While Teacher Corps has always been concerned about community involvement, beginning in 1978 projects were required to elect a community council with specific project responsibilities. Finally, projects were required to develop policy boards as new structures for project governance.

The purposes of this paper are to examine structural change implied by the creation of the policy board and to analyze the impact of that change on projects. This paper is written for Teacher Corps personnel who work with, operate, develop, and use policy so as to provide an understanding of the role of the policy board in a Teacher Corps project. Through an examination of structure, purposes, values, and inner workings, project persons may gain a perspective which leads to effective board functioning.

The Structural Analysis

Any change in an organization which produces a change in the organization chart is a structural change. Structural changes are caused by the rearrangement of existing subunits or offices or from the addition or deletion of an organizational unit. For Teacher Corps the creation of policy boards is a structural change brought about by the addition of a new entity. Regardless of the individual Teacher Corps project, a structural change such as the policy board is likely to produce organizational tension which in turn should be viewed as understandable and ultimately productive.

The values of the policy board for Teacher Corps are several. The policy board:

- Defines a structure for collaboration among a college of education, a school district, and a community.
- Promotes cooperation among the agency heads: dean, superintendent, and community council chairperson.
- Provides an opportunity for new power distribution within the project.
- Enhances the potential for the integration of preservice and inservice teacher education and later institutionalization and adaptation.
- Capitalizes on existing delivery systems rather than creating new mechanisms.

The policy board as an organizational intervention is consistent with basic organizational change theory. There is general agreement that when structural changes are anticipated, it is beneficial to start at the top. The policy board members are the heads of their respective organizations. Since the school community (the communities in which the students in the feeder system live) typically has no single formal organization, the chairperson of the elected community council serves as the

community's representative or the head of the community organization.

Composition, Authority, and Leadership

The composition of the policy board is depicted in Figure 2 which indicates that the policy board is comprised of the dean of the college of education, the chairperson of the community council, and the superintendent of schools. The project director serves as the chief administrator for the project and as executive secretary and staff officer for the policy board.

Figure 3 provides a more complicated and more complete illustration than Figure 2 of the dimensions of the Teacher Corps project. The members of the policy board provide leadership within their own organization and receive authority and direction from higher authorities. The superintendent reports to the school board; the dean reports to the college president; the community chairperson reports to the elected community council. The project director receives authority and direction from the policy board. Clearly, a Teacher Corps project involves many separate organizational entities. In many ways, the project can be described as a community development effort requiring a multiplicity of organizations and agencies to interact among themselves and to relate to the larger environment from which the project is generated.

A Teacher Corps project is also an organizational development effort demanding that attention be given to the inner workings of the various organizations. Several levels of the college or university contribute to a project's functioning as it relates to different aspects of the education organization within the school district. For the community component many different agencies and levels are involved.

The structural complexity of a project is further increased by the National Teacher Corps *Regulations* which establish boundaries within which the project operates. The project proposal and the negotiated grant awards form a contract between the funded project institutions and the U.S. Office of Education.

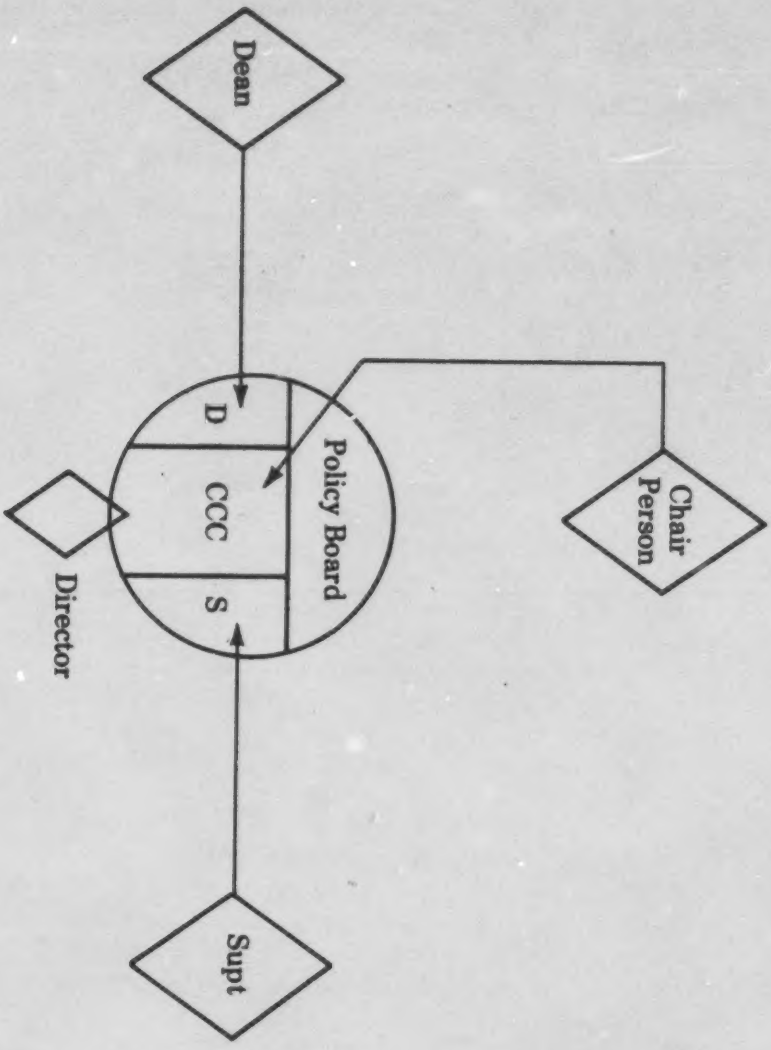


Figure 2

Policy Board Structure

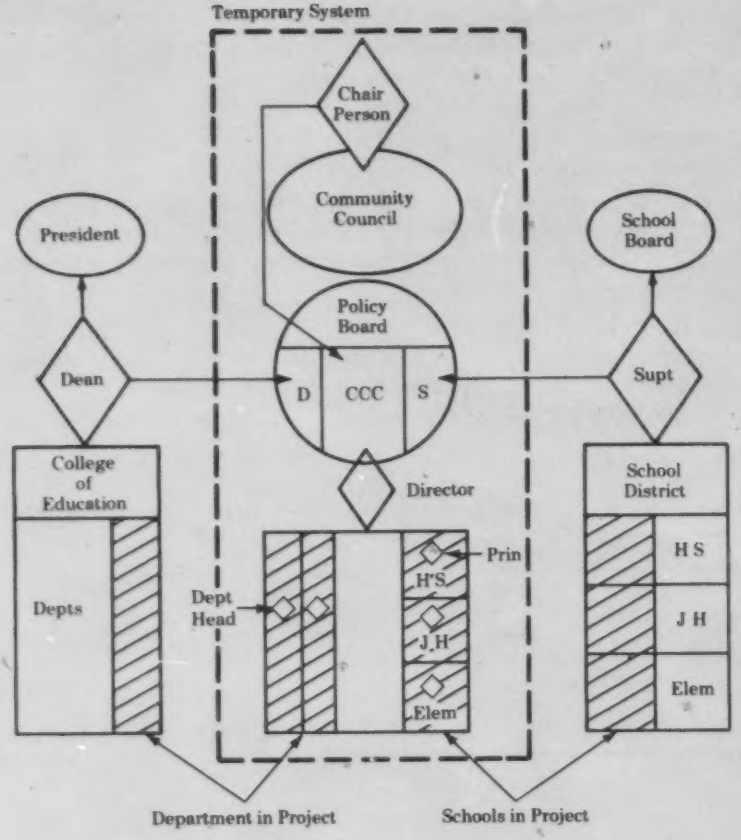


Figure 3

Teacher Corps Structure of a Project

This contract has two parts, fiscal and programmatic. The fiscal agent for the project (school district or university) interfaces through the project director with the Procurement and Grants Division of USOE on fiscal matters and with program specialists in the Operations Branch of Teacher Corps on programmatic areas. The model's complexity underscores the urgent need to give attention to its analysis and study.

Potential Tensions Within the Policy Board

Tensions within an organization signal the need to go to work. These tensions require attention, understanding, and management so that the energy from these tensions supports and reinforces the goals of the project rather than diverts those energies to dysfunctional behavior. Persons with previous Teacher Corps experience and those in Teacher Corps-Washington, who monitor projects need to become aware of these potential causes of tensions resulting from the project's structural changes include:

- Directions from the program specialist.
- The multiple roles of policy board members.
- Each policy board member's overlapping constituencies.
- Different reward structures in the district and university.
- Different power bases of the policy board members.

Role Set

A common source of tension in policy boards arises from the complex role set of each member. A dean, for example, must administer a college, chair a research program, negotiate with professors, encourage professional activities, and accept a number of kinds of memberships - - only some of them leadership - - with committees and professional associations. When the

members of the policy board first meet to develop the project, they may bring role sets and expectations from previous interactions among them. This condition may be especially difficult for the dean and the superintendent who have probably interacted previously for a number of other reasons. Each role is multiple, having a number of allegiences in the system besides the policy board, and when conflict exists among the members because of other, non-Teacher Corps interactions, the problems may affect the establishment and actions of the policy board.

Previously the project director looked to the program specialist and the technical assistance resources for organizational assistance. These structures are still available, but the director must now look first to the policy board for direction. This may cause some renegotiation of the relationship between the experienced project director and the program specialist. The model explained later in this paper (Figure 4) may be employed by the director and the program specialist in their own relationship building.

The director is on the payroll of the dean or the superintendent but must answer to the policy board for policies and directions for the project. The director, as a member of the school district or college, may have a permanent role with that organization. If this role carries major organizational responsibilities, such as department head or program coordinator, the director is recognized as holding a power position within one of the host organizations. While this is desirable from a management and later from an institutionalization and adaptation focus, it creates tensions relative to organizational membership, acceptance, allegiance, and control. The director and policy board should be aware of this possible cause of tension.

The superintendent, especially if elected, has the site school community, the district school community, and all the parents and students as constituencies. The school district as an organization also defines a constituency. If the superintendent is appointed by the school board, his constituency is the school board and then all schools within the district, not only the project schools. There may be tensions for the superintendent

because of inordinate amounts of time or attention devoted to project schools and/or schools in low-income neighborhoods. Tensions may also develop between the superintendent and the community council chairperson relative to who represents the community. The tension is heightened if the superintendent is elected and the precinct in which the site feeder system is located voted heavily in favor of the superintendent.

The dean's role can be defined more clearly than the two, but tensions may be caused by the college's governance and reward systems. Universities operate on a more collegial basis than school districts, and many committees have much greater input to and control over decisions. Instruction is not the only role of a professor. In many universities, research and publications are also important influences in the professor's life. This comprehensive role creates some tension in terms of the professor's life. This comprehensive role creates some tension in terms of the professor's commitments to institution capacity building, inservice training, and social improvement. The values of the district and community relative to school improvement may not get the kind of professional support from the professor which the project or the district expects.

The election process may or may not enhance the community chairperson's feeling of power and/or representation of a constituency. The chairperson, however, must feel a sense of ownership, power, and competence to sit as an equal partner on the policy board. The community council chairperson does not have the paid staff support which the dean and superintendent have, and this can be a further source of tension. The community council chairperson may not be employed or may work outside the field of education. Differences in educational levels of the community council chairperson and the dean or superintendent may make communication difficult. All these conditions are possible sources of tension.

Project Size

A number of additional elements have been added to the project structure in Program '78. Instead of a single site school,

there are now at least three schools from a K-12 feeder system. Both elementary and secondary teacher education areas at the college are involved in project programs, and other departments and colleges will be involved before the project is over. As institutionalization and adaptation objectives are implemented, both scope and complexity will increase considerably. This increasingly comprehensive project may result in tensions among the various elements simply because of their number. Problems of communication and collaboration will develop and will require attention. As with any organizational interrelationships, especially those designed to effect change and to promote collaboration, the project must be prepared to deal with conflict as these elements learn to work together through the project.

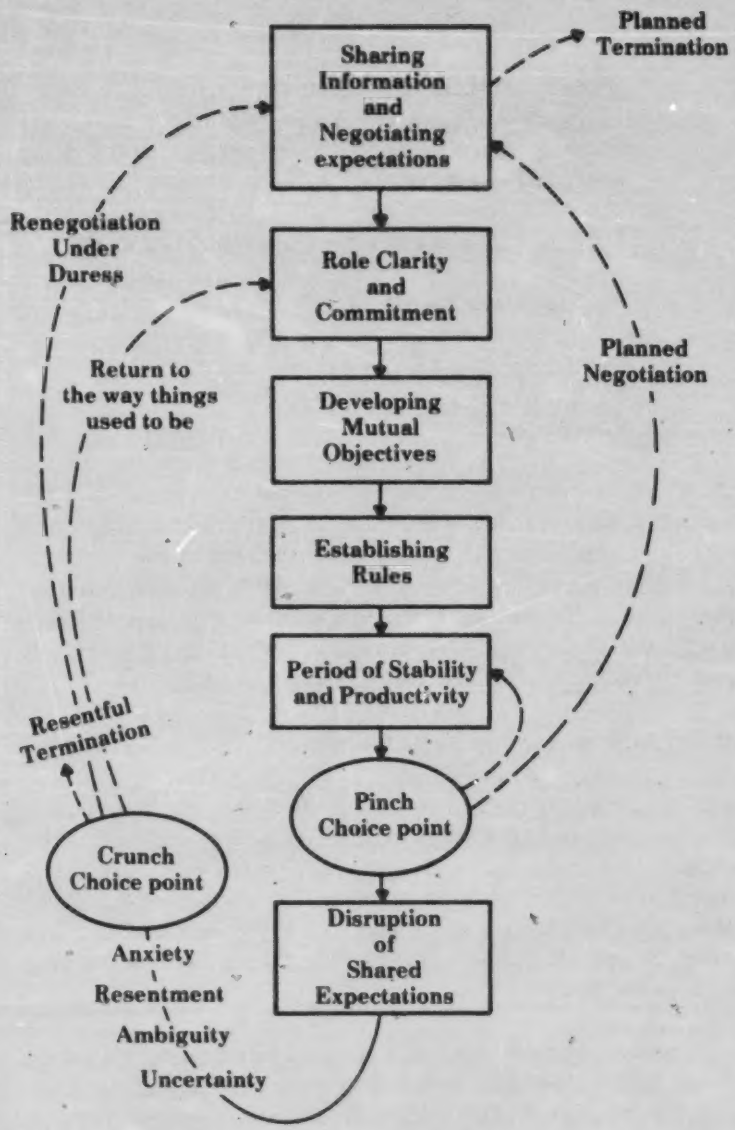
Time Limitation

The five-year life span of a Teacher Corps project is also a source of tension. The creation of the policy board, a mechanism for broad-based collaboration, is no longer required once the project ends. The need to secure board member commitment and to achieve visible results must be met if the structure of the policy board and its potential values are to be maximized and institutionalized.

Applying a Model for the Development of a Policy Board

Earlier in this document Howard described the process she employed for developing her project's policy board. Although Howard was not consciously using a theoretical model at the time the policy board was developed, she and an organization development consultant whom she employed utilized a process similar to the "Pinch Model" to guide their efforts.

The "Pinch Model," illustrated in Figure 4, is an organization change model which emphasizes the importance of team-building processes. It is equally useful as a guide in developing intra-organizational relationships and in building norms conducive to altering organizational structure. The main components of the model are:



Adapted from John J. Sherwood, "The Planned Renegotiation Model."

Figure 4

Pinch Model

- Sharing information and expectations.
- Securing commitments, redefining roles, and arriving at mutual objectives.
- Establishing rules and agreed-upon ways of work.
- Building stable relationships.
- Disrupting shared expectations
- Renegotiating.

The model is cyclical. It has been called the "Pinch Model" because it assumes that disruption in stable relationships will occur and can be anticipated. When members of the organization feel a "pinch" or tension in their stable working relationships, they announce this fact and deal with it by raising issues before the organization is disrupted. When the "pinch" is resolved, the organizational health can be restored.

Sharing Information and Expectations

In developing the policy board, there are four main points at which information sharing must be initiated: first, during the proposal development and contract negotiation processes; second, during the community council election process; third, during the orientation for the community council and election of the council chairperson; and fourth, during the first meeting of the policy board.

The proposal development process differs from project to project. The proposal is both a document for contract negotiations and a national competition for a planned award. Because the proposal is a national competition, it is often developed and written by an outside consultant. Some proposals are written by the proposed director or by the staff with the assistance of a consultant. Some proposals are developed solely by the bidding agency. The more initial involvement of those who will finally implement the project, the easier is the sharing of information and expectations concerning the ultimate intent of the project.

Information sharing must not be left to chance. Through this process, expectations are created among project participants and ways of working together begin to become established. It is highly desirable to employ the services of a consultant to initiate this important team-building phase of the policy board. If a consultant has been used in developing the proposal, this person may have appropriate entry and acceptance for functioning in this manner. Projects may also use a Site Specific Technical Assistance (SSTA) consultant, a resource available within Teacher Corps to provide consultation or to recommend qualified consultants. Although the director or others on the staff may be skilled as organization development consultants, it is preferable to engage an outsider for these tasks related to sensitive areas of role clarification and communication processes.

Communications should follow established channels and should demonstrate respect for the heads of participating agencies and for members of the organizations involved. The project grants documentation, including all key features of the grant award and any changes made in the proposal during negotiations, should be summarized and presented to all constituent groups. Administrators, teachers, faculty members, union representatives, community agencies, school board members, and project personnel represent constituencies which projects will want to include in the information-sharing process.

The *community council election* process is another critical point for information sharing. The process needs to be carefully documented as it unfolds. By describing the participants and agencies involved, and by sharing this information widely, project members develop trust for the openness and validity of the election process and, as a result, gain respect for the persons elected to the council. At the same time, the council members themselves are encouraged to feel that they are legitimate representatives of the school community.

The community council orientation and the election of the chairperson are also processes which must be documented and described to others involved in the project. Once the community council chairperson has been elected and oriented to the

Teacher Corps, the project is ready to initiate the first meeting of the policy board. The orientation should include such agenda items as:

- A review of the proposal.
- Discussion of Teacher Corps purposes and outcomes.
- Purposes and functions of the policy board.
- Commitments of the various constituent groups.
- Budget.
- A discussion of what the group expects to offer and to receive from the project.

When the policy board meets for the first time, the members are ready to share information and expectations. In general, this meeting should include all the steps necessary in building a temporary system including getting acquainted, redefining objectives and roles, establishing norms and communications procedures, and managing conflicts. The substance of the meeting is drawn from preceding events: proposal development, community council elections, and selection of the community council chairperson. The first meeting should result in a definition of how the board will function and in the creation of a climate of trust, openness, and respect.

Developing Mutual Objectives

Policy board functions include developing mutual objectives, a process that requires clear and open communications. Ideally this process should be guided by an experienced consultant/facilitator who can help develop and secure commitments to project objectives. During this process it is important that each member be candid about the expectations of the organization represented and about the willingness of that agency to contribute to the project's success. One effective process begins by asking each policy board member to list the hopes and

expectations of constituent groups regarding the project and its achievements at the end of five years. The community council chairperson, for example, might suggest the following expectations:

- The community will support the school.
- Reading level for pupils in the schools will increase.
- Parental involvement in the schools will increase.

The college dean may have these expectations of the project:

- A college program will become primarily field-based.
- College faculty will increase its involvement in school-based inservice activities.
- There will be an increased emphasis on research in teaching.
- Research on school climate will be adapted as a new area of the college.
- There will be an increase in the development of materials and remediation practices in the basic skills.

The superintendent might include hopes that:

- Performance in the basic skills is improved in all schools.
- School management practices are improved.
- School-community relationships would be strengthened.
- Schools in addition to the target schools will get inservice help.

When these lists are generated, they are shared with the group and discussed. Commonalities and differences are identified and mutual objectives are established.

Establishing Rules and Ways of Work

In addition to developing mutual objectives, the policy board must establish rules and ways of working together. Initially, the board will give attention to basic operational issues such as:

- Number and time of meetings.
- Decision-making processes.
- The agenda for the next meeting.
- Expectations concerning the role of the director especially in relation to the policy board.
- Decision areas for the policy board, the director, the staff, and the school.

The director should provide to the board a list of additional areas where policy may need to be developed for the project (See the Appendix).

Decisions regarding these operational issues are important. Two options are worth consideration. First, the policy board may agree to adopt a consensus decision-making model, a model requiring that all three parties agree on a decision before it becomes final. This model works well in small groups. It gives parity in the distribution of power and avoids the two-to-one split on an issue that may generate fear and distrust on the part of the party holding the minority view. The model requires a high level of trust among members; it requires good communication and group participation skills; it requires a desire on the part of participants to cooperate. It can be time consuming and, therefore, must be a process that has the commitment of the group. Second, the policy board may want to adopt a two-

meeting procedure for making policy in order to avoid some of the potential for a rigid conflict. The first time a policy is introduced, it is discussed and analyzed in terms of the objectives and needs of each party, then placed on the agenda for the next meeting. Each party uses this interim to check with the constituent group for input and reaction, and each is prepared to take official action at the next session.

The Period of Stability and Productivity

Thorough staff work by the project director in preparation for a policy board meeting is essential. The members of the board are busy people and their time should be devoted to problem-solving and decision-making rather than to the generation of information. Each problem should be clearly defined, data gathered, and alternatives with possible consequences delineated prior to submission to the policy board.

Once the mutual objectives have been agreed upon and procedures established, tested, and installed, there is a period of stability and productivity. Work is getting done and members are satisfied. This is usually a very happy time for the project and the policy board. There may be a tendency to cancel board meetings because there is no need for new policies. CAUTION: DO NOT CANCEL BOARD MEETINGS AND DO NOT FIX THINGS WHICH DO NOT NEED FIXING. Use the time to review the progress being made, to praise the good work of the director, staff, professors, principals, teachers, and community workers. This is also the time to plan for future tasks and activities. The director can lay out the activities and tasks for the second six months. The policy board establishes the procedures and policies needed to achieve the agreed-upon direction of the project.

Disruptions and Renegotiations

The model suggests in keeping with Murphy's Law, that if something can go wrong, it will; a "pinch" will come. A "pinch" is a signal that the period of stability and productivity is about to undergo a disruption. When the pinch comes, the director

and the policy board should take the time to recycle through the model (Figure 4). The entire recycling can take place in less than an hour at a regular policy board meeting. It is merely a review process in which a procedure, mutual objective, or way of work may be altered, added, or deleted. The disruption may be avoided and the period of stability and productivity continued.

Some symptoms of a pinch are:

- Changes in membership on a policy board or changes in major roles of the project staff, schools, or college.
- Excessive absence on the part of a member from policy board meetings and/or the sending of substitutes.
- Expressed community dissatisfaction.
- Lack of teacher involvement and support.
- Inadequate preparation for meetings.
- Cancellation of meetings.
- Poor communication.
- A feeling of losing on the part of any one of the members.

If the disruption occurs, renegotiation should take place immediately. The period of stability and productivity may then be reestablished, but there may be a residue of bad feelings which must be overcome. The recognition of the symptoms of a "pinch" and subsequent planned renegotiation are essential elements in the process. The director or policy board member who can identify such symptoms and initiate a renegotiation process will save the project time, energy, and the bad feelings caused by a serious disruption. Planned negotiations take very little time compared to reestablishment and/or forced renegotiations.

Disruptions are sometimes abrupt and without warning, and a "pinch" is usually easier to recognize after a disruption than before. Once the disruption occurs, three options are available: denial ("head in sand"), withdrawal, and renegotiation. The project or policy board which owns the disruption and immediately renegotiates will usually be able to reestablish the period of stability.

The theoretical model described in this section can be applied to the actual development process described by Howard in the preceding paper. Collaborative ways of working together can be seen to be a common element of both the model and the experience.

Collaboration and the Policy Board

Teacher Corps projects have been built and have operated on collaborative models almost from the beginning. Many changes have occurred over the thirteen-year history, but the collaboration thrust has remained and increased in value. Each change in Teacher Corps has increased the centrality of collaboration to the success of the project. An element which has such value for a national program requires attention in any structural analysis, especially one devoted to an examination of the policy board.

Collaboration, as used in this paper, refers to the cooperative working relationships of different organizational units toward mutually agreed-upon goals. The term is used also to imply that the organizations share responsibility and authority for basic policy decisions. The policy board meets all of the requirements of the definition.

According to Houston, "collaboration implies a new institution or quasi-institution whether formally or informally organized. . . .Each of the primary collaborating institutions has its own organization, governance, and management structure, its own communication channels, its own power figures, and its own decision-making process. Where it joins with others in a collaborative effort, new structures and processes are required." (Houston, 1979). While it is evident that the Teacher

Corps policy board fits the above description, the community council, in itself, a new structure created to represent the community. As such, the council does not have in place tried and tested management structures, communication channels, governance mechanisms, and power figures. Indeed, the potential power figures may still be jockeying for status and control in the community council. This condition is a potential source of tension and conflict. The Teacher Corps project as well as the policy board are new structures for which governance, management, and communication mechanisms must be created.

Alternative Ways of Work

When several organizations attempt to collaborate, the central motivation is the mutual objectives. Different organizations have different ways of working to achieve their objectives. An examination of these various ways of working together may help the policy board differentiate between issue conflicts and style conflicts, each of which is managed and/or renegotiated differently. Many of the conflicts may result from differences in the established ways of work among collaborating organizations rather than from a lack of cooperation on the part of the organization's representative on the policy board.

Four alternative ways of working together have been described by Grinnell:* command system, specialist division of labor, competitive cold war, and collegial collaboration. In the command system one person has the role of boss, the other, subordinate. The specialist division of labor model suggests the role of peers with complementary tasks. In the competitive cold war model, participants take the role of competitors and adversaries. In the collegial model, the participants act as colleagues. (Grinnell, 1972)

---

* Sherman Grinnell is a member of the advisory committee for Teacher Corps Site Specific Technical Assistance Contract located at Florida State University. The author is the co-director of that contract. Grinnell is a professor at Case Western Reserve University.

The members of the policy board, the directors, the technical assistance resources, the program specialist, and National Teacher Corps may approach the collaborative process from any one of the different models above. Each person's role in the area of major responsibility or primary organization will greatly influence the role set (basic way of interacting) which the person brings to the Teacher Corps project. These role set differences create tensions and potential for conflict.

Policy board members may use different models of working together depending on the task. By virtue of office, the superintendent gets mandates from the school board, the legislature, or similar authorities which must be implemented. Very often a command model may be employed by the superintendent to achieve simple repetitive tasks. In other instances the superintendent may work with district staff in a division of labor or collegial model. The dean of education may prefer a collegial model, a command model (unlikely), or a division of labor model. The community council chairperson's role set will probably be determined more by private experience than by virtue of membership on the council. When one considers the director's role set and the role set of each of the principals, it is inevitable that the collegial model required for a successful Teacher Corps project will require much energy and conscious effort on the part of each policy board member.

A Case Study

The following report of a consultant to a 1978 Teacher Corps project may serve as a case study to assist the reader in examining the membership roles, the collaboration and pinch models, and the structure of the Teacher Corps policy board. The report is presented with the sex, roles, and sequence slightly altered to mask identity. The questions which follow the consultant's notes are designed to stimulate your review of this section of the paper.

Consultant Notes

After a discussion of recent events, the project director said he would like me to sit in on a meeting with the chairperson of the community council to talk over the role of the community coordinator. The meeting was to take place in one of the project schools.

On the way to the meeting the project director said that the coordinator had been a teacher's aide who, because of reduced funding, was to be let go. When the Teacher Corps project came along, and before the council members had been elected and begun functioning, the aide had been hired as community coordinator. She had continued to function in many respects as an aide. The purpose of the meeting was to talk over what the coordinator's job ought to be.

When we arrived at the school, the chairperson of the council was waiting for us, along with the community coordinator. In the course of the meeting, the following came out:

- The chairperson of the council said he was not entirely clear as to what the role of the coordinator ought to be. He asked what Teacher Corps-Washington said on the subject.

- The community coordinator considered going to some of the night meetings as "extra duty," requiring time in addition to that spent supervising the lunch room or filling in for teachers.

- The coordinator did not like to sit in one place; she liked to be busy, and consequently she was not at a phone most of the time where she could be reached by members of the community.

– The community council had not analyzed the role and tasks of the coordinator and hence had not furnished guidance.

My impressions: the coordinator clearly is psychologically in the role of an aide - - she does what she is told; she does not take initiative - - and sees herself as needing to make and retain contact with the teachers. She is a native of the area and probably feels she "knows" the community. She has not been given direction by the council, which is still feeling its way, although it is valued by the teachers and the principal.

During the course of the discussion but after the coordinator had left the room, the chairperson of the council asked me what I thought the role ought to be. I responded by asking him if the council had spent any time trying to clarify what the policy issues were vis-a-vis the school. He said they had not and probably needed to do something along this line. I then said that I thought some sort of analysis of expectations would be useful in pinning down what coordination means and what type of coordination is required.

As an example to indicate what I mean, I cited the case of upper middle-class parents who know how to work the system and know how to "coordinate" with persons in authority. He started smiling as I talked and said that his father was such a person, having arranged to have the high school schedule changed at one time so that he (the chairperson of the council) could take two courses he wanted which were taught at the same time. I then said that many parents were not accustomed to making such a move and hence had no effective way of trying to influence schools. If this were visualized as something of importance in terms of developing community insight and coordination, then that might be one of the roles of the coordinator, that of trying to match up needs and wants with schedules, etc.

While we were involved in this discussion, a secretary came in and said that the assistant

superintendent for instruction had called and asked that we stay until he came, as he had something he wanted to talk over with us. The chairperson of the council said he could stay until two o'clock (it was then slightly after one).

When the assistant superintendent arrived, he appeared to be considerably distressed. He said that he had just come from a board meeting at which the superintendent had presented to the board the number of teachers who would not be re-employed for the next year. (The district is losing students, so that less funds are available for hiring and/or retaining teachers.) Several members of the community council were at the board meeting. They asked that the names of the persons not to be re-hired be read aloud. After they heard the names, they asked, "Why didn't he get rid of the other two?" They also asked when the board was going to get rid of "him," meaning the Teacher Corps project principal of the school in which we were meeting.

The assistant superintendent was born and grew up in a nearby town and feels that this is home. He said he did not know that he was deprived. He has invested a great deal in the Teacher Corps project and in this school and is afraid that the principal may resign. (The principal is out of town being trained in how to manage a new math system that is to be installed.) The project director said that the principal told him he had about had it with the Teacher Corps project stirring up community members against the school.

Much of all this was not known firsthand by the superintendent, as he rarely comes to the project meetings or the policy board meetings. The assistant superintendent represents him and tells him what is going on. A new dean is being sought at the university, so there is no dean at the policy board meetings.

As we discussed what might be done, the phone rang and there was a call for the assistant superintendent from the superintendent. He said that test scores had just come in from the district-wide testing program, and that this school had

improved at a rate significantly greater than that of any other school in the district. This information changed the tenor of the meeting considerably.

The chairperson of the council had to leave (it was now about three o'clock). The assistant superintendent asked the assistant principal and the curriculum coordinator to come in, as "they were involved in this, too, whether they wanted to be or not." After considerable discussion, a decision was made to ask the superintendent to come the next day to address the faculty about the test scores, and to reiterate his confidence in the principal and the faculty, confidence he had expressed at the board meeting. The assistant superintendent then called the superintendent to see if his schedule would permit making the appointment. It would. The superintendent was also asked to call the principal at the training site (several hundred miles away) to tell him about the test scores and that he was going to address the faculty. The superintendent also said he would call a special meeting of the board to inform members about the scores.

After the immediate situation was taken care of, I suggested that within the next ten days to two weeks the assistant superintendent and the project director sit down with the principal and help do some reality assessment as to all the forces facing the principal and how to use support systems to aid in coping with these project problems.

Questions for Analysis

From the consultant's report, how would you answer the following:

- Which collaboration model was employed by the assistant superintendent and the director?
- What was the level of development of the policy board?

- Which symptoms indicated that a disruption may be at hand?

- To what extent were Teacher Corps staff members clear about their roles?

- How was the conflict being managed?

- To what degree did the community coordinator understand her role and function?

Consultant Impressions

The following impressions are held by the consultant:

> Problems of unclear roles exist throughout the system. . . . Necessary to make a distinction between job and role. . . . . How to get role clarity not clear. . . . Hard to sort out jurisdiction with so many different organizations and groups involved. . . . A conflict management system is evolving but probably will not include the superintendent and the dean. . . . There is a sort of "shadow" policy board operating since the superintendent and the dean do not come to all of the meetings of the policy board. . . . Will be interesting to see if the chairperson of the community council sees the policy board situation as one in which he has more power than the others who actually meet with him . . . . Clearly, the assistant superintendent and the director are evolving into a conflict management and problem management team.
>
> Later - - The assistant superintendent called to say that the intervention strategy we planned worked well. The principal was pleased with the training received and with the superintendent's visit and feels hopeful.

This chapter has examined briefly the policy board as a structural intervention in the Teacher Corps project. Tensions result from structural changes, but they in turn generate energy which can be directed toward supporting and reinforcing the goals of Teacher Corps. Through study and analysis of the complexities of the Teacher Corps policy board as an organizational and change strategy, the goals of collaboration and institutionalization of worthwhile change may be efficiently achieved.

APPENDIX

Prototype Project Policies for a Teacher Corps Project

This appendix includes a number of sample or prototype policies which may be considered by a Teacher Corps policy board.* A caution is necessary: *these statements are not intended to be transferred to any specific project in their present form;* rather a policy board may find them useful for understanding the range of project policy and the nature of policy statements.

Any project policy must comply with federal, state, and local laws and must be consistent with policies and regulations promulgated by both the IHE and LEA. Policies must also conform with and reflect community values and expectations from the collaborating institutions. There is no assurance that the statements in this appendix are consistent with the needs or situation of any specific project.

Each statement in the appendix represents a "class" of policies, delineates a procedure, or helps establish the project and its relationships to other agencies. The prototype policy statement is given first, followed by a brief rationale (in italics). A policy board may want to use any one of these statements to suggest others in the same class which might be important for the particular project.

---

* The original statements from which these prototype policies were derived were written by Walt Le Baron while consulting with two Teacher Corps project directors: Mark Richmond, University of Southern Mississippi/South Pike County Schools, Program '78 project, and Dorothy Leflore, Mississippi Valley State University/Humphreys County, Program '79 project.

Some important areas have been omitted. A project organization chart and staffing plan, staff functions/responsibilities descriptions, and project calendars are usually matters for policy board consideration and approval. These matters are usually situation-specific and difficult to create without knowledge of the project.

Not all board actions will be in the form of policies. The statements in this appendix, however, are limited to general project guidelines and procedures of such a nature that they should be acted upon using formal policy approval procedures. (The reader may refer to the definition of policy in Chapter 1.)

Policies should be placed in loose-leaf notebooks, one to a page. In this manner they are easily stored, referred to, or changed. Policies are usually organized under major headings or topics which might include the following for the Teacher Corps project:

- Project Purposes and Organization
- Role and Functions of the Policy Board
- Staff Selection Procedures and Job Description
- Relationships Among Institutions and Communities
- Project Programs
- Meetings and Other Activities
- Publications Policies
- Project Relationships with USOE and Teacher Corps
- Intern Policies

All statements in the policy book should be approved policies. Policies should be readily available to all project staff, to site school faculties, and to others concerned with the project. This consideration suggests placing copies of the policy notebook in all project offices, at convenient places within the college of education, the LEA central office, and at a location accessible to the community.

All policies should be reviewed at intervals of not greater than six months and updated as necessary. As project planning progresses and new areas are explored, the policy board will find it necessary to consider additional policy guidelines. In this manner the policy function becomes an important mechanism for assuring a comprehensive project review.

Policy Board Governance and Procedures

The Project director will call meetings to order and facilitate discussions by preparing an advanced agenda.

All actions of the policy board will be in the form of a motion and will require unanimous approval for acceptance as project policy.

Roberts' *Rules of Order* will govern all policy board meetings, except that the board may decide by consensus to undertake informal discussions. At such time the rules will be waived until a formal action is required.

The project secretary will attend all policy board meetings to take full notes, supplemented, as practical, by electronic recordings.

A brief statement of operational procedures for the policy board is useful. It simply establishes ground rules and, by inclusion in the policy book, becomes a matter of public record.

Functions and Responsibilities of the Policy Board

In keeping with the Teacher Corps *Regulations*, community LEA/IHE Teacher Corps policy board will have the following functions and responsibilities:

- To provide a forum composed of system leaders for the discussion of issues related to institutional development and improved school-community-university interaction.
- To approve project establishment and staffing.
- To create and approve project operational policy.
- To determine operational priorities and emphases consistent with the proposal and other project documentation.
- To review all project activities, processes, evaluation (and related) reports, and plans for future directions.
- To take requisite steps to assure the effective embedding and operation of the project in the institutions and communities represented by the policy board members.

The policy board needs to determine its own function as well as those of all other segments of the project. Additional policies should specify the policy process, areas of policy concern, operational, and meeting procedures.

80

Budget and Fiscal Procedures

The Teacher Corps project budget was approved at the time of funding with grants to the IHE and to the LEA. Should changes in these budgets be required, the project director will inform the policy board which will discuss and approve such changes. The project director will then contact either the program specialist or grants management specialist at USOE (or both, depending on the nature of the change), request the change, and undertake any negotiations or complete documentation required by the change.

The project director shall approve all expenditure requests and authorizations for payment from either project grant prior to submission to the appropriate office for action.

Informal fiscal records will be maintained at the Teacher Corps project office and will be compared quarterly (more frequently if experience shows necessary) with official records maintained by each grantee.

The project director shall prepare project continuation budgets for review and approval by the policy board prior to submission to USOE.

Budget and fiscal authorities assigned to the project director may not be subdelegated except by request of the project director to the policy board and only in the event of the project director's unanticipated extended absence from the project.

In the past, projects have caused themselves difficulties when there has been no clear process for dealing with Washington on fiscal matters. Sometimes both an institutional fiscal agent and the project director would be contacted indepently and receive different information (or would make contacts without communicating with each other). The policy board should clarify procedures for the project director, consistent with both IHE and LEA policies. This prototype is directed at strengthening the project director's position by limiting the flexibility of others to make contacts. The policy board will want to assure that any such stance provides the most effective management within the particular situation.

Project Organization and Structure

The following organization charts reflect the project organization and structure.

In establishing this structure the following conditions are established:

- The policy board will have ultimate decision-making authority for the project and will promulgate operational policies and project regulation.

- The project director is the chief executive officer of the project with full decision-making authority within the context of policies enumerated by the policy board, the IHE and LEA, and state and federal law.

- All project staff shall report directly or indirectly to the project director. All communications from staff to the policy board shall be through the project director.

Project organization and structure are basic policy board concerns. The proposal, as amended, may contain sufficient information for the area, but periodic discussions are important. The policy in this area should be as comprehensive as necessary to protect the project director from potential problems emerging from structural considerations.

The Proposal as Basic Project Guidelines

The project proposal, as amended and approved by Teacher Corps-Washington, shall serve as the basic definition of the project's intentions, scope, programs, and policies. Unless a specific change is made by the policy board the amended and approved project proposal shall have the effect of policy and will provide basic guidance in all areas not otherwise enumerated in this policy book.

A policy statement of this nature simply reiterates that the proposal is, in fact, the basis of a contractural arrangement among the collaborators. In one respect it is redundant, but it is useful for all policy board members to reaffirm their commitment to the proposal and to provide the project director with clear notice that the proposal is to be taken seriously.

Project Relations with Teacher Corps-Washington

All communications from the project and/or the host institutions and communities regarding project funding, operations, policy, or program shall be forwarded to Teacher Corps-Washington, or any other agencies concerned with the operation of the grants, under the signature of the project director.

Communications from Teacher Corps-Washington, or other agencies concerned with the operation of the grants, will normally be forwarded to the project director who will determine appropriate actions and/or distribution.

Project staff or others from the participating communities and institutions will clear any proposed contact with Washington with the project director prior to the initiation of such contact.

Unless exceptional circumstances arise, the project director only will maintain contact with the program specialist and the grants management specialist assigned to this project.

This policy clarifies management communications with Teacher Corps-Washington, and others by establishing the project director as the responsible authority. Projects have frequently found themselves experiencing very serious difficulties when a grants person from one of the collaborating institutions contacts Washington authorities and then fails to inform the director. The policy board should establish the project director as the sole agent to represent the project with any state or federal authority. If there are compelling reasons why this cannot be the case, any exceptions should be thoroughly explained in policy statements.

Commitment to the Project's Developmental Nature

The policy board affirms the developmental nature of the project by stressing that new relationships will be made. The institutions and communities collaborating in this project are committed to developing improved inter-relationships by assigning project and local resources to program development and operations, exploring new avenues of communication and co-operation, developing new linkages to broaden system horizons, and institutionalizing effective project-developed practices through the promotion of change in operational policies to facilitate innovation.

This statement is less a policy and more an acknowledgement of the conditions of project operations. It is useful for the policy board to take such a stance so as to make clear the collaborative support for the emerging nature of the project. By stressing development and new approaches, the policy board avoids a predisposition to consider the project as fully knowledgeable on matters where it has been established to facilitate organizational as well as individual learning.

Project Commitment to Open Communication

All project activities, meetings, and documentation shall be public. Emphasis will be placed on assuring frequent and timely communications throughout the IHE, LEA, and communities served by the project.

A file of project materials - - reports, documentation, course outlines, minutes, planning materials, and the policy manual - - will be available for inspection by any teacher, community person, IHE staff member, or other person upon request to the project director.

Policy board, advisory council, and weekly staff meetings will be open to the public, except that each group may exclude the public by voting to go into executive session for purposes of discussing issues related to individual personnel, evaluation of staff, or draft reports not yet in final form.

A statement of this nature affirms the policy board's commitment to open communication and public involvement in all project activities. It is a good public relations policy but also establishes how and where information can be obtained.

Staff Communication and Feedback

To assure regular communication among all staff, a weekly staff feedback form will be completed each Thursday afternoon by all project staff. Others, especially site school principals and cooperating teachers, may be designated to use this form. The documentor will analyze information and prepare a list of concerns for presentation to the project director who will use these concerns in preparing the agenda for the regular Monday staff meetings.

The project director needs information on a regular basis. A policy acknowledging this situation reinforces its importance by putting the policy board on record as supporting information-based management. A schedule for collecting information on appropriate forms should be established.

Weekly News Briefs

As a facilitator of project communications, a one sheet news brief will be published at least weekly and distributed to all teachers, administrators and other staff of LEA, faculty and others at the IHE, and throughout the community, as appropriate. Emphasis will be placed on short clips explaining project plans, calendars of coming events, brief explanations of major project concepts, and informal notes about persons connected with the project. The major purpose of this news brief will be to assure project visibility and broad involvement through frequent distribution of news and comments.

Many projects find themselves having difficulty because only inadequate information has been widely distributed. One easy system is a weekly, relatively informal distribution in the form of newsbriefs. The policy board should accept the project director's format for dealing with the potential problems implied by such a solution. By establishing the system, the policy board puts the project on record as taking such matter seriously.

Project Compliance with IHE and LEA Policies

The project will operate within the extant policies of the LEA and the IHE with regard to all matters pertaining to management and operation. If conflict becomes evident, resolution will be sought through the policy board.

In this case the policy board simply reaffirms its status by going on record. By doing so, the policy board is protected should any question or problem arise in this area.

Correspondence Signature Control

All correspondence or other communication pertaining to the Teacher Corps project shall be approved and signed by the project director prior to distribution.

Some projects have found themselves in difficulty because communication lines are not clearly defined, especially from the project to others. An immediate solution is to center correspondence control with the director. Establishing a policy to this effect protects the director and signals to all others that the project intends to operate in a well-managed manner.

Building Principal's Control of Project Personnel

All project activities and personnel shall be under the general supervision of the building principal. A principal may also exercise additional specific management prerogatives for project control within the particular school, so long as such decisions are consistent with LEA or project policy.

A policy of this type reaffirms school policy and puts the project on notice that the principal is in control. Tension is generally relieved among principals when such a policy is established.

Establishment and Location of the Teacher Corps Office

The Teacher Corps project offices, including files, records, equipment pertaining to project management and operation, and space for staff offices and meetings, shall be established and maintained within the College of Education, IHE, in space provided for that purpose by the university.

(Add specific address.)

Teacher Corps Headquarters at the Site Schools

A facility for use by Teacher Corps interns and other staff, including small meeting space, study space, instructional supplies, materials, and equipment storage, Teacher Corps telephone, and other aspects of the project operation shall be established and maintained at a location within a site school to be selected by the LEA.

(Add specific address.)

Occasionally, arguments occur over location of Teacher Corps offices. These policies indicate that the policy board has come to an agreement on the matter, and hence any discussion or criticism should be finished.

Compliance with Federal and State Law

The project has been designed in compliance with federal and state laws. No processes or activities which indicate a contradiction to such law will be considered.

If new preservice or inservice programs which seem worthy of consideration indicate a variation with state regulations, the project director will secure a variance and permission for exception so as to allow demonstration of an innovation prior to the initiation of any activity based on the new program.

This policy merely restates the necessity for operating within the law. By placing it in the policy book, project staff are reminded of the need for assuring compliance or requesting waivers.

Annual Needs Assessment

The project will update its needs analysis information once each year either near the end of school, in spring, or shortly after the beginning in fall.

Policies of this nature are important for establishing and structuring the project. The policy board should take notice of major recurring project functions and may want to make some general statement concerning their importance of purpose.

Involvement of All Personnel

The project's inservice plans will involve all professional staff within a site school in some sort of activity relating to the achievement of project objectives. This stipulation does not mean that all teachers must undertake the same program or attend the same event but consideration must be given to each person's professional needs.

Similarly, the IHE staff plan must include consideration of all faculty within the college of education although different activities will involve various subgroupings of the entire faculty.

A policy of this nature reconfirms a Teacher Corps regulation and puts the project on notice that programs must be comprehensively planned. This prototype is very generally stated. In creating this policy the particular policy board may want to specify school faculties or others by name.

Recurring Management and Control Meetings

For purposes of project communication, management control, and effective collaboration, the following regularized project events are established:

- *Policy Board Meetings:* The policy board shall meet monthly throughout the duration of the project on the _____(day)_____(*e.g.* second Tuesday) of each month at _____(time)_____ . Meetings will alternate between the IHE, the community and the LEA. Additional meetings of the policy board may be requested by any member or the project director and will be arranged at the convenience of the members.

  During the project's first six months of operation the policy board shall meet once each two weeks on _____(day)_____(*e.g.*, alternate Wednesdays) at _____(time)_____, alternating meetings between the LEA, the community, and the IHE.

- *Community Council:* The community council shall meet monthly on _____(day)_____(*e.g.*, first Monday) at _____(time)_____ . Additional meetings may be called as necessary by the community council chairperson or as requested by the project director and arranged by the chairperson.

- *Weekly Staff Meetings:* Each Monday morning at 9:00 a.m. the project staff meeting shall be convened by the project director. Meetings will alternate between the Teacher Corps offices at the IHE and the LEA. All project staff shall be required to attend except interns, who may attend if there is no conflict with assignments. Others may attend as observers and a time shall be provided for the voicing of concerns by any such observers. Additional staff meetings may be called at the discretion of the project director.

Recurring Management (continued)

- *Quarterly Reviews of Project Progress:* Once each three months the project director will prepare a quarterly review of project progress and a specific calendar of events for the subsequent quarters. This meeting shall constitute a forum for discussion by staff directed at policy board approval of progress and plans, recommendations for additional activities or changes in procedures, a review of evaluation/ documentation reports, and reanalysis of project structure and operations.

- *Intern Weekly Meetings:* The intern team (team leader, interns, and cooperating teachers) shall meet weekly for a review and analysis of intern progress and for planning subsequent program events. (Principals may be invited on occasion.)

- *Annual Project Review:* Two months prior to the due date for the federally required annual grants amendment, a complete review and analysis of the project will be undertaken, including analysis of objectives, progress and/or evaluation reports, determination of changes in needs, review of policies and operating procedures, and any other matters requiring attention. The project director will prepare agenda and materials for this review which will culminate on a policy board resolution concerning the project's continuation and emphasis for the coming year.

Scheduling is a major project management and control device. By concurring in the arrangements for regularized project events, the policy board strengthens the authority of the project director and gives its support to good management principles. In addition, the policy board protects itself. Having established effective procedures, it can then assure that they are carried out or take corrective action.

Annual and Quarterly Calendars

The project director will present the policy board with both annual and quarterly calendars of events for their approval using the following schedule:

June 1 -	Annual calendar
June 1 -	Quarter (July, August, September)
September 1 -	Quarter (October, November, December)
December 1 -	Quarter (January, February, March)
March 1 -	Quarter (April, May, June)

Beginning with the second project year, and thereafter, the annual calendar will be presented to the policy board not later than May 1.

The policy board may want to approve the project calendar so as to assure there are no conflicts with the LEA, IHE, or community schedules. Providing calendars also alerts the policy board to project emphases and proposed programs. Calendars are an excellent planning tool and should be used by the policy board for such purposes.

Definition of Project Staff

For purposes of project management *project staff* shall include all those full or part-time persons paid by the project and any others who, if supported by the LEA or IHE, have been contributing to the project on a part-time or full-time basis. Such staff shall include:

- The project director
- Assistant project director
- Program development specialist
- Team leader
- Community coordinator
- Project documentor/evaluator
- Project secretaries or other support personnel
- Teacher Corps interns
- Site coordinator
- Others hired by or appointed to project staff roles

Non-Staff, Project Related Persons

The following groups, while closely involved with the project's planning and operation, shall not be considered to be project staff:

- Policy board members
- Site school principals, teachers, or other staff
- Teacher Corps volunteers
- Appointed or elected members of council, task forces or committees
- Central administration members at either the IHE or LEA

This policy clarifies for the project director who is part of the staff and those, while they may be closely related, are responsible to others. This type of policy makes public the scope of the project in respect to staffing and helps avoid problems by clarifying the jurisdiction of the project director. (Task Force chairperson or members are usually part-time appointees either remunerated or volunteering for project responsibilities. The individual policy board should determine the status of these persons based on functions and general principles of project organization.)

Staff Reporting and Control Procedures

All Teacher Corps staff will function under the management, control, and supervision of the project director. Duties and responsibilities will be determined by the Staff Position Description except that the project director may assign any additional duties as necessary to assure effective staff utilization and project progress.

The project director may sub-delegate staff supervision only to other regular staff members. In the case of such delegation the subordinate will be directly responsible to the assigned supervisor for all matters pertaining to both project duties and employee welfare.

The project director shall retain authority for certifying all employees for pay, absence from the project, or any other personnel matters where such certification is required by the employing institution. The project director will, however, gain concurrence of any intermediary supervisor prior to such certification.

All staff are expected to conform with extant policies and procedures of the employing institution as related to conditions of work as well as those which may be established by the project.

Policies must be established which define the project director's authority over project staff and any limits on that authority imposed by the policies or procedures of the host institutions.

LEA Intention to Hire Successful Interns

The LEA will give preference to successful interns in the filling of teaching vacancies or placement on substitute lists upon completion of the intern program.

The superintendent may need to obtain concurrence from the school board prior to making any statement such as the one suggested here. Once such a commitment is obtained, however, it is useful to include it among project policies since it directs a particular aim of the project and may affect program decisions.

Staff Grievance Procedure

A staff member having a grievance will request a meeting with the project director to discuss the grievance. When making the appointment, the staff member will indicate the meeting is being requested to air a grievance.

As a result of this meeting the project director will undertake steps to resolve the grievance informally. No record of the initial meeting or informal actions need be kept unless requested by the staff member, or determined by the project director.

Failing satisfactory informal resolution of the grievance, the staff member will present the grievance in writing to the project director, indicating the nature of the grievance and redress sought. The project director will then deal formally with the grievance, keeping records of all actions taken towards resolution and responding to the staff member in writing.

If the grievance cannot be resolved within the project, and/or if the staff member is not satisfied with the resolution achieved by the project director, the staff member may request a review by appropriate agencies of either the IHE or LEA. The project director will forward this request through established IHE or LEA grievance channels with an explanation of actions already taken by the project director but without recommendations for further action or prejudiced analyses of the situation.

By approving such procedures as staff grievance, the policy board is establishing the authority of the project director and assuring that project boundaries are understood. Note that the project group is required to deal with its own problems before any reference is made to the host institutions. In developing a policy of this nature, specific reference should be made to agencies at the IHE or LEA, and any process must be consistent with extant institutional policies.

University Staff Entry to LEA

University staff may function at site schools to assist project planning and design, to deliver pre- or inservice experiences, to work in classrooms in non-obtrusive inservice formats, to evaluate/document activities, or to carry out other assignments related to project goals.

The project director will notify the superintendent of any university staff who will be on school or other district sites as a result of project efforts. The superintendent will approve the use of each such person either with a blanket permission or for the specific purpose defined by the project director.

The project director will report to the dean on any university staff prohibited access to site schools. The dean may then request resolution of conflict by meeting with the superintendent or assign other staff.

Sometimes individual university persons have left a negative impression on the school district. The project director may have no way of knowing about such reputations. Further, the superintendent should be provided an opportunity for advance notice when persons are entering the district. A policy statement of this nature builds inter-organizational trust by establishing a clear operational procedure so as to avoid conflict before it develops.

Appointment of Councils and Committees

The project director may from time to time determine a special council or committee necessary and will appoint such a group which will serve on an *ad hoc* basis.

If advisable or necessary, depending on the type and/or duration of involvement, the project director will clear the appointment with the person's supervisor prior to such appointment.

This guideline serves two purposes. First, it gives the project director authority to appoint working or advisory committees without recourse to specific actions of the policy board. This stance is important for effective project management. Second, it assures that the project director knows that any appointment must be cleared with an appointee's supervisor. Such a procedure avoids potential friction by helping to keep the project operating within organizational policies.

The Community Council

The community council is an integral part of the Teacher Corps model. In carefully electing broad community representation, the project assures the means for facilitating effective school-community interaction and the basis for involving parents in project activities.

The community council will be composed of fourteen members, eight of whom will be parents of children enrolled in the LEA. Representation will be designed to assure equitable geographic representation from among various neighborhoods within the community.

Community council elections will be held in May of each year. Procedures will include a nomination process, advertising of the election date and polling places, distribution of information about candidates, and secret balloting.

All residents of the district are eligible to vote in the community council elections.

Fourteen members will be elected in May, 1979: seven for one year terms, seven for a two year period. Thereafter, seven persons will be elected each year.

The community council will choose a chairperson from among the elected members. This chairperson will become a member of the policy board immediately upon selection.

The community council will meet at least once each month at a regular time to be selected by the membership. Additional meetings may be called as necessary.

Ten members of the community council shall constitute a quorum.

The community coordinator will function as executive secretary and *ex officio* member of the community council.

The Community Council (continued)

Functions of the community council will include but not be limited to the following:

- Provide advice and input for program development
- Identify community needs
- Involve parents in school-community activities
- Review and approve community activity and program designs
- Monitor interim community involvement and recommend programs
- Assist in the design of teacher inservice related to community
- Review project documentation and evaluation
- Prepare a directory of community resources
- Serve as the primary communications vehicle between the project and the community
- Review and approve proposals for project continuation grants

The community council will establish its own procedures and may determine its schedule of meetings, details of elections, and other policy and/or operational matters. The policy board, by establishing policies such as those suggested in this example, recognizes the importance of the community council for the project and places it within the context of the policy structure. Care must be taken, however, to assure that the policy board does not assert its authority in areas reserved to the community council. Full discussions should take place prior to policy development in this area.

Involvement of the Project with the SEA

The project director will initiate and maintain regular contacts with representatives of the SEA, especially the Teacher Corps coordinator and the representative to the National Council of States for Inservice Education (NCSIE). These persons, among others, will be kept informed of project developments, especially those which may affect state plans for professional development.

Attendance at policy board meetings by an SEA representative will be encouraged.

When an effective liaison has been developed, the policy board may entertain a motion to elect an SEA representative as a member of the policy board either on a regular or *ex officio* basis.

It is useful for the policy board to acknowledge some form of interaction with the state education agency, especially if the project is concerned with effecting changes in statewide practices. Sometimes an SEA waiver is required before the project can undertake an innovative program. By initiating early involvement, the project assures cooperation and good working relationships, including collaboration, as appropriate.

Project Relations with the Teacher Corps Network

The project director will serve as a member of the Board of Directors of the Teacher Corps Network.

The project director will participate in an appropriate manner in all activities sponsored by the network and if called upon to do so, will serve as host (and/or in other capacities) of network events.

Participation and/or attendance of staff or others in network activities will be determined by the project director based on consideration of maximizing the network's impact on the project and the participating communities and institutions.

Where necessary and if otherwise unavailable from the network, the project director may authorize the use of project funds for travel, per diem, and/or registration at network events by staff or others.

In this case the policy board not only acknowledges the existence of a Teacher Corps structure, it establishes necessary ground rules for the project's relationships. In the case of the network this seems advisable since the project director serves on the network board of directors (and the dean on the deans' council), and the mutual self-help and communication. The policy board should take an active interest in network activities because it offers great potential for service to the project, and, in turn, the network gains its strength from project participation.

Project Relations with the RCTR Centers

The project director will initiate and maintain contact with the RCTR Center especially for purposes of developing technical assistance in relation to community component planning and for reviewing intern candidate files.

This type of policy acknowledges the services of a Teacher Corps resource and approves the project director's communication with it. Note that the policy does not obligate the project to accept any service or program which may be offered by the Center. These would be decisions for the project director on an individual basis. The policy merely puts the project on record as seeing itself in the context of the larger Teacher Corps operation.

Teacher Corps Project Advisory Council

The purpose of the Advisory Council shall be to provide for review and analysis of project planning, activities, and events by a group broadly representative of those concerned with the projects.

The Advisory Council shall meet at least once each month, but it may determine that additional meetings are required for its functioning.

Reports of the Advisory Council shall be in the form of recommendations to either the project director or the policy board.

Membership will include, but need not be limited to:

IHE department heads
LEA principals
Teacher representatives
Students from site schools
Social service agency representatives
Community residents

Members of the Advisory Council will be selected by the constituency represented (*e.g.*, principals will be selected by principals).

The assistant project director or PDS shall be appointed by the project director to serve as secretary of the advisory council.

This type of policy establishes a project structure (activity, process, or agency) by describing purpose, membership, control procedures, and method of interacting with the project. It is useful for the policy board to legitimize these areas through a basic statement. Care should be taken, however, to assure that prerogatives of the committee or council are neither limited nor usurped by the policy board statement.

Recognition of Service to the Project

The policy board will recognize service to the project by passing a unanimous motion to that effect and by issuing a certificate of service to any individual whose contribution warrants particular attention.

The project director shall prepare a citation of service for presentation for the policy board indicating the types and duration of such service and recommending that the policy board take official notice of such activity.

Service in this respect may be related to a single project event of endeavor, or it may be a general contribution over a considerable period of time.

Throughout the project there will be a need to recognize service by persons who perform exceptionally, especially those who volunteer or do more than was expected. The policy board should take note of such service, and a certificate is merely one useful device for this purpose. Whatever means is selected, a policy statement should be created to indicate the process and the conditions for its use.

111

Consultant Procedures and Functions

Teacher Corps offers a rich array of resources to projects. A number of functions in a complex project such as Teacher Corps require the use of consultant assistance if the project is to be effective. Consultants in this respect bring new resources and experiences to the project and do not function to replace or supplant local staff.

The project director will select consultant assistance deemed necessary for the planning, development, or operation of any aspect of the project.

All consultants will be under contract with the project to perform services for the project. Remuneration may be from either project grant depending on the focus of the consultancy.

While consultants may be retained at the discretion of the project director for service to the project, no consultant will be involved with teachers or enter district schools without the specific consent of the superintendent; nor will the consultant work with the IHE staff without the specific consent of the dean; nor will any consultant become involved in the community without the specific consent of the community council chairperson and the superintendent.

The project becomes an entity, and the project director needs the authority to employ those resources needed to further project aims. At the same time, each institution retains the right to approve resources provided by the project prior to their entry or work with those other than project staff. Trust among the collaborators will be enhanced if prior notice is given about consultants before they work with faculty groups. While there is very little chance of problems in an area such as this, it is useful to formalize procedures prior to operations.

Staff Selection Process

All staff for the project will be selected and hired in accordance with the IHE and/or LEA policies as augmented by federal grant regulations. The following procedures are established to assure the widest selection of candidates consistent with project objectives and the fair and equal consideration of all qualified candidates.

(These policies shall apply for all staff positions except the project director who has already been designated as a result of prior decisions by the parties collaborating in the project's initial development.)

1. Staff position description and qualification statements will be developed by the project director and approved by the policy board.

2. Announcement will be made of intention to fill a vacancy at least ninety days prior to the expected starting date.

3. A screening committee of at least six persons representing the IHE, LEA, and community of equal proportions will be appointed by the project director to review all applications. This committee will not include members of the policy board or the project director. The committee will select its own chairperson and will determine procedures for selecting and rating qualified candidates based on the staff position description and qualification statements.

4. A closing date for the receipt of applications will be established for each posted position. (The project director will prepare an application form for approval by the policy board and for use by all candidates.)

5. The screening committee will review all applications for a position, will rank all eligible candidates, and will present a slate of the three top eligibles to the project director.

Staff Selection Process (continued)

6. The project director will review the qualifications of the three top eligibles, determine the preferred candidate, and recommend this selection to the policy board with appropriate justification for the choice.

7. The policy board may either accept the project director's recommendations or request review of the credentials of the three top eligibles. If the policy board then selects a candidate other than the one recommended by the project director, a record will indicate the specific reasons for this choice.

8. The successful candidate will be notified and given a period of not less than one week to negotiate with the project director about the position and to submit a letter of acceptance to the project director.

9. If the successful candidate does not accept the position, a new selection will be made from the list of the top three eligibles. The project director will select the preferred candidate for presentation to the board which will then follow the procedures in step 7 above. The candidate will then be governed by the condition of step 8.

10. Upon acceptance of the position by the successful candidate, the policy board will vote concurrence of the selection and issue a formal letter of notification.

11. A contract of employment will be issued by the IHE or LEA, endorsed by the project director, specifying duties and conditions of employment.

The policy board plays an important role in the selection of project staff by approving job descriptions, procedures for hiring, and the final selection of applicants. This policy statement gives one example of the type of procedures which a policy board should develop in this area. Note that the project director is given maximum latitude to select the eligible candidate. This consideration is important because the director must work with staff who in turn must report to the director.

Definition of School Climate

The concept of school climate is difficult to define and somewhat harder to describe. A major emphasis of planning will be on improving an understanding of this concept. For purposes of establishing the project, the following information from the proposal, as supplemented herein, will serve to provide a common understanding of the term:

> Learning takes place in a context of persons, places, materials, attitudes, purposes, constraints, and resources. The total environment of a child, a class, or a school may be defined by specifying the nature of these various elements, and it may be changed by modifying one or more of them. The *climate* of a school then may be thought of as the environmental and social impact on each student or teacher at any given time, and the perception of this climate will govern the approach to learning and the level of achievement. Successful students, in general, feel positively about the school. Those less successful tend to view the same classroom, teacher, or activity negatively. Nevertheless, a general climate prevails and many persons tend to distinguish one school from another by this intuitive sense of character or climate. Changing school climate requires a comprehensive approach to modifying the many elements in the system: teachers, management, use of resources, instructional goals, and the sense of ownership each student feels in the system in such a way that the overall approach to schooling and its environment is modified in positive directions.

In order to improve the climate of the schools, a comprehensive program of change is required. The objectives selected for the Teacher Corps project indicate such a broadscale attack on endemic problems of institutional change and growth. An effective context for growth, however, has been established because the administration and teachers support the need for improvement. The project is viewed as a major vehicle to facilitate changes within the

Definition of School Climate (continued)

school which otherwise could not be initiated or institutionalized. The close association with the college of education will provide the kinds of resources, inservice, counseling, and planning support not presently extant within the district, and together, through development of a mutually beneficial, collaborative relationship, an improved school climate will be developed so that all youngsters, regardless of racial, cultural, or learning characteristics, will be able to receive maximum benefits from their educational experiences.

In looking at school climate a number of factors must be considered. The project may examine the following:

- Classroom interaction
- Teacher style
- Administrative style
- Attendance patterns or problems
- Student management
- Materials and conditions of study
- Aims and objectives of education
- Part-time school employment and educational opportunities
- Community expectations
- School-community relationships
- Parent-teacher (home-school) interaction
- Teacher role definitions
- Guidance and other student services
- Health, nutrition, and welfare services
- Testing and evaluation programs
- Course alternatives and selection procedures
- Incidence of negative behaviors
- Alternative modes of discipline
- Student government and responsibility for the school
- Homework and non-school study
- Modes of transportation from home to school (especially use of travel time)
- Student-administrator interaction
- Reward systems
- Teacher motivation

Definition of School Climate (continued)

The primary strategy to be used by the project for altering school climate will be the improvement of teaching through in-service. As this strategy is implemented, it may suggest organizational changes and/or attention to the factors enumerated above (or others). At such time as necessary the policy board will advise the project director on project directions and attention to expanded strategies for change and further development.

The proposal's definition of school climate should become a matter of policy. (If the proposal did not contain a definition, the project director should be requested to develop one.) The factors relating to the definition of school climate should be enumerated in the policy statement so as to make clear that there is policy board concurrence on the collecting of data in these areas, some of which may be sensitive. Policy statements of this type may be developed for other critical areas of the project's program. They should emphasize definition of the subject, factors relating to it, and any decision points relating to policy board action, but they should not impinge on management prerogatives by defining program or operational decisions.

Intern Status and Control

Intern procedures are defined by the Teacher Corps *Regulations* as follows (*Federal Register*, Part II, February 23, 1978, pp. 7524-7538):

172.81 Number of teacher-interns

a. The project will include four interns.

b. Each project may include up to one teacher-intern for each five teachers in the project schools if the local educational agency will employ all teacher-interns who complete their internship.

172.83 Teacher-intern teams

a. Teacher-interns must be organized into teams that include at least four teacher-interns and one experienced teacher who serves as leader of the team. Each team must spend a portion of the internship in each project school.

172.84 Teacher-interns may not replace teachers

a. A grantee may not use a teacher-intern to replace or carry out the functions of a teacher who is or would otherwise have been employed in a project school.

172.86 Other federal student assistance programs

a. Members of the Teacher Corps may not receive a loan under the National Direct Student Loan Program authorized by Title IV-E of the Higher Education Act of 1965 (20 U.S.C. 1087-aa-1087-ff), or a grant under the Supplemental Educational Opportunity Grant Program authorized by Title IV-A-2 of the Higher Education Act of 1965 (20 U.S.C. 1070b-1070b-3).

172.88 Teacher-intern compensation during their term of service with the project

a. The local educational agency shall compensate a teacher-intern during each period he or she serves in the project schools at a rate of $150 per week, subject to paragraph (c) of this section.

Intern Status and Control (continued)

b. This compensation must include an additional $15 per week for each dependent who receives more than half of his or her support from the teacher-intern, subject to paragraph (c) of this section.
c. The total compensation paid to a teacher-intern under paragraphs (a) and (b) of this section may not exceed the compensation paid to a beginning teacher employed by the local educational agency for comparable periods of time.
d. The local educational agency shall use funds under its grant to pay up to 90 percent of the compensation paid under this section.

172.89 Teacher-intern training stipends

a. The institution of higher education shall pay a training stipend at $150 per week to each teacher-intern during each period he or she receives training at that institution. The institution of higher education may not pay this stipend during the periods when the teacher-intern serves in the project schools.
b. The training stipend must include an additional $15 per week for each dependent who receives more than one-half of his or her support from the teacher-intern.
c. An institution of higher education shall use funds under its grant to pay up to 100 percent of the cost of the amounts paid under paragraphs (a) and (b) of this section.

Project Policies for Interns

Interns will be considered employees of the LEA and will be subject to all personnel policies and procedures of the district.

Interns will further be considered regular students of the IHE and will be subject to all policies governing student behavior, except when the project provides special intern experiences which may cause variation in class or student procedures,

interns will comply with the requirement of the special experience.

The team leader is designated as intern supervisor. Interns will clear all matters pertaining to program or welfare with the team leader, who, in turn, will contact the project director in those areas where the prerogative is reserved and prior to communication with any agency of the IHE, LEA, or community.

Interns are expected to work a regular school week, spending no more than one-half of any given day (or no more than two and one-half days per week) in the site schools. Course scheduling and community activities will be scheduled so as to assure regular school involvement of the intern team.

The intern yearly calendar will be as follows:

- Begin year: June 1
- Attend summer sessions
- Begin academic year
- Begin school calendar
- Christmas recess
- Spring recess
- End school year
- End academic year

Interns will normally take vacations during the Christmas and spring recesses or between semesters. No regular vacation may be used during the scheduled school or academic periods, except that single-day absences may be permitted if consistent with established district policies for professional days or similar purposes. Such leave and any other absences will be governed by extant school district policies in effect for non-tenured teachers.

The project director may excuse the interns from teaching, and/or other responsibilities for a period not to exceed four consecutive work days for purposes of attending activities

Intern Status and Control (continued)

sponsored by the Teacher Corps Network or National Teacher Corps if such activities can be shown to relate to project objectives and the intern training design. Interns will attend CMTI prior to beginning project responsibilities.

Interns shall follow the grievance procedures pertaining to other Teacher Corps staff.

If an intern elects to resign from the project, notification must be made in writing at least two weeks prior to resignation. In such an event no partial credit will be awarded for incomplete courses. Re-entry into the intern program will not be considered.

If an intern confronts an emergency situation, a no-pay leave of absence may be arranged by the project director upon recommendation of the team leader, consistent with LEA and IHE policies. Time in school and coursework must be made up by not later than three months following the end of the regular intern period of service. The intern will receive fees and tuition costs for any make-up but will not be renumerated beyond the end of the regular intern period of service.

Under no circumstances will an intern be given control of teaching stations or used as substitutes even for brief teacher absences, except that during the second year of the program planned individual teaching experiences may include intern responsibilities for classes, in which case the cooperating teacher will remain in the school and be available immediately if needed.

Interns, as all Teacher Corps staff, will be subject to the rules and regulations established by the building principal for operation of the particular school as well as district policy. The principal shall have final authority over interns (and team leader) during their tenure in the school.

Intern Status and Control (continued)

Interns are expected to comply at all times with local professional standards for dress and decorum while serving at the schools, within the communities, or attending Teacher Corps events.

An intern may be dismissed for cause if (1) grade point average falls below IHE standards for Masters work; (2) absences exceed established IHE or LEA policy; (3) a record of tardiness, non-performance, or lack of professional dress or decorum indicates that the intern is not serious about the program; (4) the intern is insubordinate; or (5) other reasons indicate a lack of acceptable performance and predict an unsuccessful future as a teacher. For any dismissal action, the team leader will present substantial documentation to the project using procedures extant in the IHE or LEA. The project director will recommend dismissal to the policy board which shall have final authority in such matters.

Prior to a recommendation for dismissal, the project director must show proof that reasonable efforts have been made to counsel the intern, including records of appropriate interactions and efforts to resolve the problem. In the event of a dismissal action the intern may request use of appropriate grievance procedures and/or may appear personally before the policy board.

Dismissal will be automatic and without recourse or grievance procedures for the use of alcohol or drugs on school grounds and/or at student events, community activities, or in any situation which might reflect adversely on the project, for inappropriate fraternization with students as defined by school policy or generally accepted community and professional standards, and if involvement in any criminal activity renders the intern unable to function effectively within the project, community, or host institutions.

Intern Status and Control (continued)

Interns have a way of creating problems because they are neither regular LEA employees (in the same sense that teachers are) nor are they "usual" students at the college of education. It should be understood that interns must conform to school district policies regarding employment and service, and they must comply with academic procedures. In addition, it is critical for the policy board to adopt statements concerning any special intern conditions, predicted problems or issues, and procedures to be used by the project. The team leader may be asked to discuss these policies with interns at the beginning of their employment. The prototype established here assumes that welfare issues, professional standards, and academic policies are available in documents from the IHE and LEA. These should be made available to interns when they arrive at the project.

REFERENCES

Appley, D., and Winner, A., "An Evolving Definition of Collaboration: Some Implications for the World of Work," *The Journal of Applied Behavioral Science*, Vol. 13, No. 3 (1977).

Dill, William R. "Decision-Making," in *Behavioral Science and Educational Administration*. Daniel E. Griffiths, ed. Chicago: National Society for the Study of Education, Sixty-Third Yearbook, Part II, 1964, pp. 199-222.

Gant, James L., South, Oron, and Hansen, John H. *Temporary Systems*. Tallahassee: P. O. Box 20011, 1977.

Grinnell, Sherman K. "Collaboration: A Vital Factor in Group Practice," *Dental Clinics of North America*, Vol. 16, No. 2, (April, 1972).

Hostrop, Richard W. *Managing Education for Results*. Homewood, Illinois: ETC Publications, 1975.

Houston, W. Robert. "Collaboration - see 'treason'." Paper prepared for the Conference Exploring Issues in Teacher Education: Questions for Future Research, January 10-12, 1979.

Hoyt, K. B. *Community Resources for Career Education*. A report on two mini-conferences held in 1975-76 by the Office of Career Education, USOE, under contract with the Center for Vocational and Technical Education, 1976.

Laffey, James, *et al.*, eds. *Education Decision-Makers in Temporary Systems*. Chicago: Roosevelt University Teacher Corps Project (under auspicies of Midwest Teacher Corps Network), October 1978.

National School Boards Association, *School Board Policy Development for the '70s*. Evanston, Illinois: National School Boards Association Press, 1970.

Rich, John Martin. *New Directors in Education Policy*. Lincoln, Nebraska: Professional Educators Publication, Inc., 1974.

Schon, Donald A. *Beyond the Stable State*. New York: Norton, (The Norton Library N685), 1973.

Sherwood, John J. "Planned Renegotiation: A Norm-Setting O D Intervention." Paper presented at the New Technologies in Organization Development Conference, sponsored by the NTL Institute for Applied Behavioral Sciences. New York, October 8-9, 1971.

Trist, E., "Action Research and Adaptive Planning," in *Experimenting with Organizations Life*, A. W. Clark, ed. New York: Plenum Press, 1976.

Winecoff, James, *et al.*, eds. *School-Community Council Governance*. Atlanta: Southeastern Teacher Corps Network, 1977.